

Indian Famine Commission, 1901.

APPENDIX, VOL. IV.

EVIDENCE OF WITNESSES.

BERAR.



CALCUTTA:
OFFICE OF THE SUPERINTENDENT OF GOVERNMENT PRINTING, INDIA.
1901.

CONTENTS.

	Page
(I) Questions drawn up by the Commission	1—6
<i>(II) Witnesses who were both orally examined and sent in written replies—</i>	
1. Mr. Rustomji Faridunji, Deputy Commissioner, Akola	7—52
2. „ J. A. Crawford, I.C.S., Commissioner, Berar	53—111
3. Captain T. C. Plowden, I.S.C., Assistant Commissioner, Buldana	113—138
4. Khan Bahadur Nawab Salamullah Khan, Special Famine Officer, Buldana	139—145
5. Mr. A. Higgins, M.I.C.E., Superintending Engineer, Public Works Department, Hyderabad	147—177
6. Lieutenant-Colonel Swaine, I.M.S., Sanitary Commissioner, Hyderabad Assigned Districts	179—184
7. Mr. C. Bagshawe, Conservator of Forests, Berar	185—197
<i>(III) Witnesses who were only orally examined but did not send in written replies—</i>	
<i>Nil.</i>	
<i>(IV) Witnesses who were not orally examined but sent in written replies—</i>	
1. Captain W. Haig, Officiating Deputy Commissioner, Wun District	199—215
2. Major R. P. Colomb, I.S.C., Deputy Commissioner, Buldana	217—225
3. Captain R. P. Horsburgh, I.S.C., Deputy Commissioner, Amraoti	227—243
4. Mr. F. W. A. Prideaux, Officiating Deputy Commissioner, Basim District	245—265
5. „ F. D. O. Roberts, Kurku and C. I. H. Mission, Ellichpur	267—268
6. Captain D. O. Morris, I.C.S., Officiating Deputy Commissioner, Ellichpur District	269—282

QUESTIONS DRAWN UP BY THE COMMISSION.

INTRODUCTORY.

1. What was the outlook in your district when the rains of 1899 commenced? What had been the character of the harvests in the two preceding years?

2. Were the *kharif* sowings up to normal? If not, what percentage of the normal cultivated area was sown? Please state briefly how the normal cultivated area was arrived at.

3. (a) What is the average rainfall of your district during the rainy season? (b) What was the actual rainfall in the rainy season of 1899 and what percentage of the average did it represent? (c) When did the rains cease? and (d) What was the distribution of the rainfall from June to September (both inclusive) compared with the average?

4. What percentage of a normal harvest on a normal cultivated area did the actual *kharif* harvest of 1899 represent?

5. What percentage of the total population of your district depends exclusively on agriculture—

(a) as petty cultivators?

(b) as labourers?

PRELIMINARY ACTION.

6. Was the necessity of relief assumed from the fact of crop failure or was proof of necessity required by compliance with tests?

7. What were the observed facts which led you to think that the machinery of relief should be set in motion?

8. What particular relief measures did you first undertake? and what tests were applied to gauge the extent of the distress?

9. How were you prepared to meet famine?—(a) Were lists of relief works ready, had the works on that list been actually located, and had surveys and estimates of cost been made out beforehand? (b) Did the relief programme include scales of establishment necessary to meet any emergency? and were lists of candidates qualified for famine service kept up?

10. Did the relief programme contemplate large public works or small village works as the backbone of the relief system? If the former, was a programme of village works ready in reserve from the beginning?

11. In the sequence of relief measures, what place was taken by the following:—

(a) Test works,

(b) Poor-houses,

(c) Kitchens { (i) on works,
(ii) elsewhere,

(d) organisation of private charity, especially in towns.

(e) opening the Government forests.

12. What system of local inspection and control was instituted and at what period—

(a) to arrange for village relief,

(b) to stimulate the local employment of labour,

(c) to organise local charity,

(d) to observe the general condition of the people?

13. Were loans issued at the outset? If so, to what extent, under what Act, under what conditions, to what classes and for what objects? Were they recoverable in whole or in part?

14. Can irrigation wells be made in your district or any portion of it? What was the average depth below the surface of water on the cessation of the rains in 1899? Was the digging of wells encouraged by loans, and if so, were they successful—

(a) in securing the crop on the ground,

(b) as a permanent improvement,

(c) as a temporary measure to employ labour?

15. If labour was the first criterion of the need for relief, what works were first undertaken? Were they ordinary works under district or local boards? and under whose supervision were they conducted?

16. What tasks were exacted on test works, and was the same task taken from every one irrespective of sex and previous occupation?

17. Was payment in strict proportion to results? Was there a maximum wage, a minimum wage, a rest-day allowance or an allowance to dependants?

18. What circumstances induced the conversion of test works into regular relief works?

LARGE PUBLIC WORKS.

19. When it had been decided to open regular relief works, what works were first opened? large public works or small village works?

20. Under whose control were these works? Had the scale of supervising establishment been prescribed in advance, and was that establishment ready? Was there any delay in opening the works? were tools and plant available?

21. Were the works divided into charges, and, if so, for what maximum number of workers did the charge provide? Was that maximum ever exceeded? and if so, what steps were taken to relieve the pressure?

22. Had each charge its own establishment? If so, please give that establishment in detail. What, if any, arrangements had been prescribed beforehand for butting or sheltering the people; for conservancy or sanitation; for water-supply; for food-supply; and for medical conveniences and supervision?

23. Was admission to the works free to all persons ready to submit to the labour test, or was any system of selection (*e.g.*, by tickets) tried at the commencement? Was a distance test of any kind insisted on and was residence on the works compulsory?

24. On the facts that came to your notice, what is your opinion as to the area or population which a large public work, capable of entertaining two charges of 5,000 persons each, may be expected to serve? What distance from their homes did applicants for relief go?

25. Were officers of the Department of Public Works subordinate to the Civil authorities in all matters? If not, please specify the matters in which they were independent.

26. Was there a Civil officer for each charge; from what class was he taken; what salary did he receive; and what was his position with reference to the local representatives of the Public Works Department?

Had the Civil officer in charge full authority to assure himself that measurements were correctly and punctually made, and that the orders of Government were being followed in all the matters mentioned at the end of paragraph 426 of the report of the Famine Commission of 1898?

27. If local conditions were met with, which affected the application of the prescribed tasks, did it rest with the Civil officer in charge to decide which of the prescribed tasks was applicable? (*e.g.* in varying strata of hard and soft earth).

28. How were the gangs of labourers constituted, and what was the size of the gangs? Were arrangements made to secure village or family gangs, so far as possible, and with what success?

29. What classification of labourers, and what wage scale was adopted, and how does it compare with the classification and wage scale of paragraph 445 of the report of the Famine Commission of 1898? How far did experience justify departure from the latter—

(a) from the administrative point of view?

(b) from the point of view of economy?

30. Did your experience lead you to consider that any, and if so what, distinction should be drawn in the classification and wages of men and women?

Did the absence of such distinction lead to any difficulty?

Please consider this question also in its financial aspect.

31. Was the Code task system introduced from the outset, or was some system of payment by results first adopted? Were the two systems carried on simultaneously or not—

(a) in the same district or sub-division of a district?

(b) on the same work?

32. Did your experience lead you to agree with the Famine Commission of 1898 that a system of payment by results was unsuited to conditions of acute distress or actual famine? or do you consider that, if started in time, relief can be adequately afforded in cases of severe famine by works conducted throughout on a system of payment by results?

33. What task was exacted at the outset; was it graduated to the class of workers or was the full task demanded from all; was any allowance made for the distance the workers had come? Were subsequent changes of the task in the direction of greater leniency or greater severity; what were the circumstances which led up to the changes, and with reference to what classes of persons were they introduced?

34. Did your experience lead you to believe that the scale of wages adopted was adequate, inadequate, or unduly liberal? What in your experience was its effect upon the condition of the workers? Was there any evidence that the workers saved upon their earnings? Did copper coin return freely to the bantias on the works? Please give reasons for your opinion.

35. Was a rest day wage given, or could the workers earn more than the full wage in order to support themselves on the rest day? Which method does your experience lead you to prefer?

36. Does your experience lead you to consider that the minimum wage is too high, and that fining for short work should be continued down to the penal wage or to something between the penal and minimum wage?

37. Was the minimum wage allowed at the outset; if not, was there a penal wage, and was there a tendency to fine down to it? Did the penal wage anywhere become the wage generally earned? if it did, to what do you attribute the fact, and what were its effects?

38. How often was payment made; daily or weekly or at what other interval? If weekly, did your experience lead you to think more frequent payment desirable and practicable?

39. When people first came on a relief work were they paid daily or at longer intervals? Did you find that payment otherwise than daily threw the workers seriously into the debt of the Bania?

40. To whom was payment made? to the individual or to the head of the gang? Which method did your experience lead you to prefer?

41. Can you give, for two or three typical relief works, figures showing, at the time of greatest pressure, the number of relief workers earning—

- (a) the full wage,
- (b) the penal wage,
- (c) a wage between the full and penal wage.

Did people remain long on the works on the penal wage?

42. If a system of payment by results was in force, was it one of the systems described in paragraphs 208 to 212 of the report of the Famine Commission of 1898, or in what respects did it differ from them?

43. What was the maximum wage, and what arrangements were made for the relief of children; or for the relief of weakly persons capable of some work? Did the arrangements for the latter take the form of task work with a minimum wage, or piece work at favourable rates, and which in your experience is preferable?

44. Were Contractors employed at any stage of the famine?

45. Under the payment by results system were muster rolls kept up, or what arrangement was there by which on emergency the code task system could be promptly introduced?

46. Under whose orders was the prices scale for the calculation of the wages fixed? On what grains was it based? Were small variations in prices neglected?

47. Please trace distinctly the various steps adopted in opening a relief work, admitting and classifying labourers, providing for dependants, providing tools and plant, marking out work and measuring it up, paying wages, imposing fines, conserving the water supply, and arranging for hospital requirements.

48. Under whose orders were tasks and wages stiffened or relaxed, (i.e., the Collector, the Commissioner, the Famine Commissioner or the Local Government?) Had the Collector or the Commissioner power to issue orders independently or had he to refer to higher authority. If he acted in anticipation of sanction was he often over-ruled.

49. Were arrangements made at any time to draft people from large public to small village works; what was the occasion calling for transfer; and with what success was the transfer achieved?

SMALL VILLAGE WORKS.

52. What part did the small village works play in the scheme of relief?

53. What classes of works did they include?

54. Were they conducted

- (a) under the supervision of the Public Works Department,
- (b) under the supervision of the Civil Agency,
 - (i) by direct management,
 - (ii) through landholders or by means of other non-official agency?

55. If conducted under (b) (ii) of the last question, what arrangements were made

- (a) for laying down the work,
- (b) for measuring it up,
- (c) for paying wages?

How far were the landholders and others responsible administratively and financially; and under whose supervision was the work done?

56. Was any attempt made to work the Code task system? What scale of wages was adopted? Was employment given to every one who wanted it, or only to special classes?

57. Was any system of selection of applicants for relief tried? If so, was it successful or not?

58. If large public and small village works existed close to one another, did either draw labourers from the other?

59. Did your experience lead you to form any definite opinions as to the desirability or otherwise of extending small village relief works? If so, please state them.

SPECIAL RELIEF.

60. Are there many aboriginal tribes in your district? Were special tests applied to them? Were they forward to take relief or had relief to be taken near their homes? How far were the measures taken successful?

61. Were forest and fodder works opened? How were these controlled and what classes did they serve?

62. Were able-bodied persons engaged at any time on works of private utility at public expense (*e.g.*, weeding fields, etc.)? and, if so, to what extent, at what stage, for how long and under what control?

63. Were special measures taken to relieve artisans (weavers and others) in their own crafts?

64. Did they show a reluctance to go on ordinary relief works; or were they physically unfit for ordinary labour?

65. If special relief measures for artisans were taken, were they successful from the point of view of (a), relief (b) economy; and does your experience lead you to consider that more might have been done in this respect, under direct official control or with official assistance?

66. What measures were taken to prevent mortality of cattle and with what success?

67. Were any operations undertaken for the supply of compressed grass to tracts suffering from scarcity of fodder?

GRATUITOUS RELIEF.

68. How were dependants relieved—

(a) on large public works,

(b) on small village works,

in cash or uncooked grain or with cooked food?

69. Statistics have been called for, but which of the recognized forms of gratuitous relief was most employed in your district, and on what grounds was it chosen?

70. Did the distribution of village relief in your district go beyond the classes mentioned in paragraph 141 of the report of the Famine Commission of 1880? If so, were the recipients of gratuitous relief selected by persons with local knowledge or were they admitted to relief because they complied with some test such as eating cooked food? Please enumerate the tests, if any, by which admission to gratuitous relief was restricted.

71. How many poor houses were open in your district, and when were they opened. What classes of people most frequented them; and were the numbers ever large?

72. Were poor houses used as depôts for vagrants and immigrants; and were persons who refused to work on relief works sent to poor houses as a punishment?

73. Were measures taken periodically to weed out the poor houses and send people to their homes or to relief works?

74. Statistics have been called for, but how many kitchens were opened in your district, (a) before and (b) after the rains broke? What radius was a kitchen expected to serve?

75. What ration was provided and how often were meals distributed, and at fixed or varying times? Were people compelled to feed on the premises or were they allowed to take food away?

76. Was any limit of distance from relief works fixed, within which civil kitchens could not be opened? or were civil kitchens opened close to relief works?

77. Was admission to kitchens free or restricted; and if restricted, what was the method of selection for admission?

78. What was the poor house ration and of what grain; was it varied on occasion to meet the case of sickness or weakness?

79. Who drew up the village gratuitous relief lists, by whom were they checked; how often and by whom were the recipients inspected?

80. How was payment made, (a) in cash or grain, (b) daily, weekly, monthly or for any other period, (c) at the homes of the recipients or elsewhere?

81. To what persons except those mentioned in the Code was gratuitous village relief given; for how long and under what necessity?

82. What castes of cooks were employed? Was any reluctance to take cooked food shown by any classes and at any stage; and if so by what classes and at what stage?

83. What persons were in charge of kitchens; what supervision and check was exercised over them?

84. Were cheap grain shops opened; if so for what classes and how was admission to their benefit regulated? Was this form of relief successful and what did it cost?

85. Did cheap grain shops in any way discourage the importation of grain; or did they affect general prices?

SUSPENSIONS AND REMISSIONS OF LAND REVENUE.

82. To what extent was land revenue in your district (a) suspended, (b) remitted?

83. Upon what system were such remissions or suspensions based? Were they based upon crop failure solely, or was the general capacity of the individual to pay also taken into account; and in the latter case, how, and by whom and upon whose information was that general capacity determined?

84. At what stage were suspensions and remissions determined; after or before collection of revenue began?

85. In zemindari tracts did suspensions or remissions of rent follow automatically upon suspensions and remissions of revenue? If only part of the revenue of a village (or estate) was suspended, who decided what cultivators should receive remissions or suspensions?

86. Did you observe any facts tending to show that sufficient relief by suspension or remission of revenue had not been given, or that such relief had been abused or had failed to reach the right persons?

GENERAL.

87. If the number of persons in receipt of relief in your district at any time exceeded 15 per cent. of the population affected, please state briefly the reason for it.

88. Does your experience lead you to consider that relief was at any particular period excessive or defective, and what are the grounds of your opinion?

89. To what classes generally did the people in receipt of relief belong; did they include proprietors, State ryots, occupancy tenants, and other tenants with security of tenure, and, if so, to what extent?

90. In your experience were people more ready to come on relief than in former famines, and, if so, to what is this readiness attributable?

91. Did facts come to your notice indicating a contraction of private credit, or a reluctance of the people to exhaust their own resources before accepting State relief?

92. Do you consider that the tests of the Code are sufficient to prevent persons not in need of relief from seeking it?

93. If you consider the tests of the Code are insufficient, what further tests would you propose? Or do you consider any method of selection for admission to relief to be practicable?

94. What system of registration of births and deaths is followed?

95. Where statistics show a very high mortality, how far is that attributable to diseases connected with unsuitable or insufficient food?

96. How far was an impure or insufficient water-supply a cause of increased mortality, and what measures were taken to improve or extend the water-supply? Was permanganate of potash used to disinfect wells and other sources of water-supply, and, if so, at what intervals of time?

97. What special sanitary arrangements were made—

- (a) on works;
- (b) at poor-houses;
- (c) at kitchens;

and were they sufficient? Who supervised them?

98. Was there a regular inspection of the grain shops on the works, and did that inspection disclose the sale of inferior or unwholesome grain?

99. How far did the people supplement their food with wild products, and had the consumption of wild products any appreciable effect upon their health?

100. Did you observe much immigration from Native States? Roughly what proportion did such immigrants bear to the total number relieved?

101. What was the mortality among these immigrants compared with the mortality of the district; and what was the effect of this mortality upon the death-rate of the district?

102. How were the orphans disposed of at the end of the famine? Were they made over to friends, caste people, native institutions or missionaries?

103. Have you any suggestions to make regarding the classification of the *objects* of the Charitable Relief Fund in paragraph 527 of the report of the Famine Commission of 1898? Can you suggest any improvements in the management of the fund?

104. Did you hear any complaints regarding the inability of the Railways to keep pace with the grain and fodder traffic to the distressed districts? If so, please specify the nature of the complaints. Was the local price of food raised by any defects in railway carriage?

104(a). What arrangements were in force to keep you informed of the traffic in food grains, by rail, river and road? Were the statistics reliable? What proportion of the assumed consumption of the people was imported?

105. Did you hear any complaints from employers of private labour, agricultural or other, that owing to the attractions of relief works they experienced difficulty in obtaining labourers?

106. Has there been any change in the character of the crops sown of late years? Has that change taken the form of—

- (a) an increase of double cropping;
- (b) the substitution of food crops for more valuable crops or *vice versa*?

107. Does the practice of 'paying' wages in grain still prevail in your district? Is the tendency to substitute a cash for a grain wage? Have cash wages risen in sympathy with the rise in prices?

108. To what extent have the provisions of the Famine Code been departed from? Please specify the departures. Were they justified in your experience?

109. Were Staff Corps officers employed in supervision? And were officers of the Native Army and non-commissioned officers of the British Army employed in minor posts? Can you suggest any other source from which supervising officers can be drawn?

110. How far was non-official agency made use of during the famine? Was it successful? And is there scope for its extension?

111. Please trace with great care the effect upon

- (1) the number of people seeking relief,
- (2) the death-rate,

of any changes in—

- (a) the system of work (e.g., a change from Code task to payment-by-results system),
- (b) the task,
- (c) the scale of wages,
- (d) the mode of calculating fines,
- (e) the tests of necessity (such as the insistence on a distance test, or compulsory residence, or the drafting to distant works),

and did these changes lead to disorganisation or wandering?

112. Has your experience shown that the massing of people on large works tends to disorganise family life, or to weaken social restraints, or to relax moral ties? If so, can you suggest any means connected with the class or organisation of relief works whereby these evils may be removed or mitigated?

MR. RUSTONJI FARIDONJI, DEPUTY COMMISSIONER, AKOLA DISTRICT.

The President.—How long have you been in Berar?

A.—About eleven years.

Q.—Have you had any experience in other provinces?

A.—None.

Q.—You are District Officer and Deputy Commissioner of Akola. Were you in the Province in 1897?

A.—Yes.

Q.—What district were you in charge of?

A.—Basim.

Q.—Are the circumstances and conditions in the Basim and Akola districts similar, as regards the soil and the cultivation of the soil?

A.—No, they vary a good deal. Basim is poorer on the whole.

Q.—When did you apprehend the likelihood of distress?

A.—About the beginning of August.

Q.—What steps were taken? Did you make inquiries or did you take any more decisive steps?

A.—We found out the condition of the crops from the officers and Circle Inspectors, and also organized charitable relief.

Q.—In August?

A.—Yes.

Q.—Did the Commissioner call a meeting with a view of assuming measures of relief?

A.—For charitable relief?

Q.—No, generally?

A.—The Commissioner went round himself.

Q.—And he visited your district?

A.—I think he did.

Q.—And he enquired from you what the condition of things was?

A.—Yes.

Q.—Is your district a *mālguzāri* or *rayatwāri* district?

A.—*Rayatwāri*.

Q.—No large men?

A.—None, except a few *jāgirdārs*, who only own isolated villages.

Q.—So I assume from that, that you were not able to assist yourselves with much non-official agency in the administration of relief?

A.—We got a lot of assistance from the bigger landowners.

Q.—What do you mean by big landowners? I thought you said it was a *rayatwāri* tract.

A.—Men of substance who own large areas.

Q.—What would you say would be a large area for such a man?

A.—One paying two or three thousand rupees as assessment.

Q.—Have you men of that description?

A.—Yes.

Q.—Then it will not be a *rayatwāri* tract?

A.—Yes, it is; because we deal with one field.

Q.—On the Bombay system?

A.—Yes.

Q.—Well, then, this man who pays two or three thousand rupees Government revenue will have a holding of many fields?

A.—Yes.

Q.—With tenants under him?

A.—With sub-tenants under him.

Q.—Who have no rights? Whom you do not consider at all?

A.—No; we do not consider them at all.

Q.—Are their names on the records of rights for the village?

A.—Yes; the man paying two or three thousand rupees as Government assessment would be shown as the occupant of so many fields.

Q.—There is no mention—is there—of the under tenant?

A.—No; none at all.

Q.—Just while I am on that point will you tell me still further about that system? This man is the owner of the field. He is registered as having a complete transferable right in that field.

A.—Yes.

Q.—He can mortgage it or sell it, as he pleases?

A.—Yes.

Q.—When he sells, is the name of the purchaser brought on to your registers?

A.—It is left to his option.

Q.—He may sell the field and yet not register it? Have you a system of *patwāris*?

A.—Yes.

Q.—Have you a system of village survey, and then a field-book, or a *khasra* showing that survey?

A.—The possessor is not always shown.

Q.—What I want to know is, is the name of the man in possession registered in the *patwāri's* books?

A.—As a registered occupant; but he may not be in possession of the field.

Q.—That is to say, whoever is the owner of the field to him (the registered occupant) you look for the Government revenue. What do you call the register, *khevat* or *khasra* or any name like that?

A.—We call it the *Faisal Patrak*.

Q.—That is a local name?

A.—Yes.

Q.—In the first instance he is put down there, and he sells his holding. He sells the field; is it not the duty of the *patwāri* on the completion of the sale to effect a mutation of names, to take the former owner's name off the register and to put in the name of the purchaser?

A.—It is left to the owner's option.

Q.—The *patwāri* cannot move unless the owner takes action?

A.—No; the registered occupant would have to apply to the village officers if he wants the field transferred to the vendee's name, and they would have the transfer effected.

Q.—Say that A, the original owner, sells to B, and B to D, and D to E: may it occur that E may be the person who is the actual owner of the land, whilst A's name still remains upon the register?

A.—Yes; often.

Q.—Then to whom do you apply for the Government revenue? A may be dead; he may have disappeared from the village altogether?

A.—In the event of A dying or going away, we should transfer the field to his heirs.

Q.—When he does not die, but remains in the village, and has no connection with the field, do you still look to him for the payment of the revenue?

A.—The man in possession, or registered occupant is responsible for payment of the Government demand.

Q.—Does it often happen that the registered occupant is come down upon for the revenue?

A.—Yes, often.

Q.—He practically has no connection with the land at all?

A.—Yes; but it is left to him to transfer the field at once.

Q.—What is the reason which induces him not to transfer, or is transfer more general than not?

A.—It is more general.

Q.—Do not you think it would be desirable to introduce a compulsory system of transfer when the sale takes place?

A.—The present system does not seem to lead to any inconvenience, but I should say it would be desirable.

Q.—I understand that a portion of a field cannot be transferred?

A.—No.

Q.—Is a portion of a field ever transferred by means of sub-letting?

A.—Yes, that way, but we do not recognise it.

Q.—So the name of the sub-lessee is never brought upon the list at all?

A.—No.

Q.—How does any one find out who is in possession?

A.—From the village official.

Q.—He finds it out, but you have no definite official record of who is in possession or not?

A.—None.

Q.—Well, Mr. Faridoonji, when did you first begin to take action in the way of famine relief? The first figures I have here against your district are for the 25th November.

A.—I started much earlier than that. The test works were started early in September.

Q.—I see. In conferring relief did you begin by test works, or by gratuitous relief, or regular public works?

A.—By test-works.

Q.—Who controlled the test-works?

A.—I myself conducted them.

Q.—What agency did you use?

A.—The local board agency.

Q.—What agency has the local board in that district?

A.—There is the Overseer for the whole district and a Sub-Overseer for each *taluq*.

Q.—A sort of District Surveyor-Engineer?

A.—Yes.

Q.—In what month did you begin your works?

A.—In September.

Q.—You found that it was possible to begin as early as that?

A.—There was a total failure of crops, and the people were clamouring for works, and work seemed to be absolutely necessary.

Q.—You found that you could begin; that there was no rain, and that the country was drying, and that you needed to begin operations in September?

A.—Yes.

Q.—Did you find by beginning so early that any ill effect was produced upon the labourers?

A.—I think we did not start too early.

Q.—Before the 15th or after the 15th?

A.—On the 15th of September.

Q.—How long did you continue your test-works?

A.—Up to about the middle of October.

Q.—Did you manage them upon the intermediate system or any system of piece-work?

A.—On the system recommended by the Commission of 1898. That is, we had a task system, but no minimum wage. We paid them strictly by result, no Sunday wage and no relief to dependants.

Q.—And did you find that they did a good task, or did you find that they did a small amount of work?

A.—At the beginning they did a small amount of work.

Q.—You waited and the numbers increased? Did the tasks increase?

A.—The numbers increased.

Q.—And you continued on in that way till when?

A.—Till the middle of October.

Q.—Did you introduce any change then?

A.—We found large numbers on the work, and had to convert them into regular works.

Q.—What was the difference? You were working through your Public Works organization, your Overseers and Sub-Overseers?

A.—No; we were working through the Local Fund agency; and when the regular works were opened they were made over to the Public Works Department.

Q.—But did not they work through your Local Fund agency?

A.—No; it was a very small establishment, only five Sub-Overseers and one Overseer for the district.

Q.—That was not a small establishment?

A.—Then they had enough work to do to improve the water-supply, which was very short all over the district.

Q.—I see. Did you, when you were employing your Local Fund agency, divide your workers into gangs?

A.—Yes.

Q.—And charges?

A.—There was no charge system on the test-works.

Q.—And you had, then, no organization of charge officers or gang *moharrirs*?

A.—While there were test-works we had the gang system and a time-keeper for, say, three hundred workers, but we had no charge.

Q.—Then, when you say that the demand for labour continued and increased, the Public Works Department stepped in?

A.—Yes.

Q.—What did they do? The Public Works Department took over the organization you had previously established?

A.—But the test-works had very little organization under the gang system. I could tell you, to some extent, what the organization was: we had a subdivision and a camp Overseer in charge of each work.

Q.—Take your district. Did they appoint for the charge of the whole district a District Engineer?

A.—At first the Executive Engineer was in charge of more than one district.

Q.—Yes; but I want to know whether any officer was appointed by the Public Works Department who had control over all the works in that district and any other district?

A.—Yes; later on, when distress got more acute, we had to form a division of each district.

Q.—And was the district divided into subdivisions?

A.—Yes.

Q.—And over each subdivision a Public Works officer was appointed, and he had charge of the relief works in his subdivision?

A.—Yes.

Q.—What was the organization on each relief work?

A.—There was the civil officer and camp Overseer.

Q.—What grade was the civil officer: what stamp?

A.—He got from Rs. 50 to Rs. 75.

Q.—Where did you get these from?

A.—We indented on the Educational Department for some.

Q.—You got them from where you could?

A.—Yes; we utilized a good many of our *naib tahsildars*.

Q.—It is stated you had great difficulty in getting them?

A.—We had in the beginning.

Q.—Owing to the difficulty of getting these men there was pressure on your work which was not met?

A.—We had no difficulty in my district.

Q.—In some districts there was some. Do you know whether there was any plan to make out a list of charge Overseers and men of that description who would be available to meet the growing pressure, or whether you lived from hand-to-mouth? When a work was opened, then you looked about and got your establishment, or did you make provision beforehand?

A.—I knew pretty well what works we were going to open and got together the establishment some time beforehand.

Q.—The number on your works kept very stable from January to July. You practically had all the people who had come on relief by January. You had nearly 70,000—69,868 at the end of January, 70,000 in February, 68,000 in March, 72,000 in April, 75,000 in May, 78,000 in June, and 68,000 in July. So that there was after the first inflow, no more rush on your works?

A.—No; except in July the number was very high.

Q.—No; it fell in July; it was high in June. I think gratuitously relieved people, your dependants on works, rose from 9,000 to 10,000, 11,000, and 12,000. 12,000 is the maximum in May.

A.—Twenty-two per cent. of the workers was the maximum.

Q.—And your gratuitously relieved remained very small throughout the famine, except in May, when they ran up. Why did they run up in May?

A.—There was extensive private charity at the beginning. I got the villagers to collect grain in almost every village, and doles were distributed, and when these were exhausted, we had to provide Government relief.

Q.—That is very interesting, tell me more about that private charity. How did you organize it?

A.—Through the relief *naib tahsildars* and Circle Inspectors. We had meetings in several parts of the *taluga* and got the big men to give, and each village was for some time independent.

Q.—Then these numbers shown on relief from November till April were the people relieved from Government funds, and independently of this, considerable relief was distributed from private sources which you organized?

A.—Yes.

Q.—Was there any list of the people who received private charity?

A.—Lists were latterly prepared—not from the beginning.

Q.—That private charity dried up in April, then these people came upon your lists? At first there was 11,000 in May and they ran up to 21,000 in June. What was the cause of that big increase?

A.—The poorer classes of cultivators had pretty well exhausted their stores by then.

Q.—What was the character of that distribution—by doles or kitchens?

A.—Both.

Q.—Did you have doles and kitchens working side by side?

A.—Yes.

Q.—With which did you begin?

A.—Doles.

Q.—How long did you go on with the doles before you began the kitchens?

A.—Up to May.

Q.—Then why did you begin the kitchens?

A.—It was found to be a more suitable way of giving relief. There was a number of children who did not come to notice at once, and kitchens were found to be more effective.

Q.—You began the kitchens, I apprehend, when this private charity ceased?

A.—Yes.

Q.—As long as private charity kept on you continued the doles?

A.—Yes.

Q.—And then when private charity dried up and this large number of people came on your hands, you started kitchens?

A.—Yes; when we found more extensive relief was required. The poorer classes had exhausted their stores.

Q.—What class of people did you deal with there? Were they low caste people?

A.—Low caste mostly.

Q.—Muhammadans or Hindus?

A.—Hindus—Mahars.

Q.—Did you in the commencement find any disinclination in coming to kitchens?

A.—Not among the low caste people.

Q.—In May and July were kitchens open to all-comers?

A.—No; they were restricted to people eligible for gratuitous relief.

Q.—What agency did you have for selecting the recipients of gratuitous relief?

A.—The village *patel* and *punchayet*, and they were subject to further supervision by the relief *naib tahsildars*.

Q.—If you had given doles instead of kitchens, do you think your relief would have been equally effective and equally economical?

A.—We should not have noticed all the deserving cases, I am afraid. And the kitchens were managed very economically; the figures show that.

Q.—Which would be the more acceptable to the people—dry grain distribution or kitchens?

A.—The dry grain would be more acceptable.

Q.—And in this distribution as against cash, do you think that the village *panchayat* would have allowed more people to get relief than really required it?

A.—In the case of grain dole distribution, no. It was feared that some children who should have got relief escaped notice under the dole system.

Q.—May I infer, with regard to these children, that even if the mothers got grain doles for them they would have intercepted the doles?

A.—They would not have given them to the children.

Q.—Is that what you wish to express?

A.—Well, I mean the children were not easy to find out.

Q.—Was the admission to kitchens regulated by tickets? Did they all have tickets?

A.—Yes, many of them were children.

Q.—Now, of the 25,000 people who attended your kitchens in July, what proportion were children?

A.—About 72 per cent.

Q.—Were any able-bodied adults permitted to go to kitchens?

A.—No; excepting nursing mothers towards the moonsoon.

Q.—Of this 72 per cent. of children do you think that there were any of the children of the better classes?

A.—Very few.

Q.—In what month did the rains break?

A.—In June.

Q.—There was not a large reduction in the numbers on relief in June. They fell from 78,000 to 65,000 on works, and the number on gratuitous relief rose. Why did the numbers not fall on works?

A.—There was not sufficient rain for sowings.

Q.—When the rain came down in sufficient quantity they had disappeared. The number fell from 65,000 to 8,000. Did you bring any pressure to bear on them? Did you squeeze them off the works by stiffening the task or reducing the wage?

A.—The wage was reduced.

Q.—These people went away and were absorbed in their ordinary occupations in the villages?

A.—Yes.

Q.—You did not find it necessary to admit any of them to gratuitous relief?

A.—Only the dependants.

Q.—Not the labourers?

A.—Not the labourers.

Q.—They practically dispersed when the rains fell and went to the fields to get the ordinary employment they get every year?

A.—All the able-bodied.

Q.—That is so; and you just squeezed them a little with the object of sending them back to their fields, and you were justified in that by finding that they were employed in their fields?

A.—Yes.

Q.—Did you find any increase in the death-rate?

A.—I noticed it did go up in August.

Q.—Had you cholera?

A.—Yes, very bad.

Q.—Was it at the works or in the villages?

A.—More in the villages and very little on works.

Q.—Can you give me an idea of the comparative area sown of *kharif* of 1900, and the normal *kharif* area? Was it up to the normal or in excess?

A.—The *kharif* area of 1900 was larger, because there was a shrinkage in the *rabi* area.

Q.—Was there any substitution of cheap food-grains for the *rabi* cultivation?

A.—I do not think so.

Q.—Was there any land sown with *kharif* which in ordinary years was reserved for *rabi*?

A.—Yes.

Q.—Do you think the famine has had any permanent bad effect upon the people in your district?

A.—Not permanent. But I think it will take some years for them to recover.

Q.—Have you any figures to show their average wage earnings?

A.—I have given them in my written evidence.

Q.—Did they earn the full wage allowed by the Code, or was it something short when the gang system was introduced?

A.—We worked on the task system without a minimum wage for test-works only. We had the Code task all through when the regular works were opened.

Q.—Without a minimum wage?

A.—With it. And we paid a proportional wage also, between the full wage and minimum wage.

Q.—Did you start with 12 *chhataks*?

A.—Yes.

Q.—Did you find as long as you maintained 12 *chhataks* that people earned more than 12 *chhataks*, or were satisfied?

A.—They seemed to be satisfied—a good many of them.

- Q.—When they became numerous, did you reduce the minimum wage?
A.—It was reduced to nine and a half *chhataks*.
Q.—Then did you find they were content with earning that?
A.—No; the proportion earning the full or proportionate wage rose.
Q.—You never abandoned the minimum wage?
A.—No.
Q.—If you had to do this over again, would you follow a minimum wage, the Code task, or do you think that the intermediate system would have done?
A.—I have had no experience of the intermediate system; but I should have a penal wage as well as a minimum wage.
Q.—That is to say, you would fine people for not doing a task?
A.—Yes.
Q.—Would you be disposed to abolish the minimum wage altogether and trust to the penal wage?
A.—It would affect the weakly people.
Q.—They could be dealt with separately: organized into separate gangs?
A.—It would be very difficult to do it in practice, I find.
Q.—As to *tagāvi*, did you give much money in *tagāvi*?
A.—A lakh and eighty-seven thousand.
Q.—Did you give much money in the months of September or October?
A.—Yes, up to December I gave about Rs. 36,000 under the Land Improvement Loans Act.
Q.—Are wells made use of in your district?
A.—To a certain extent.
Q.—Can they be increased?
A.—They can be, but the people do not seem to readily take to making them.
Q.—In May and June, when the rains were coming on, did you make further advances of *tagāvi*?
A.—Yes.
Q.—How much?
A.—Altogether I gave a lakh and eighty-seven thousand.
Q.—And did you suspend revenue?
A.—Yes.
Q.—What is the revenue in your district?
A.—Twenty-three lakhs.
Q.—Out of that how much did you suspend?
A.—Altogether about 33 per cent.
Q.—What system of suspension did you follow? You have got a *rayatwāri* settlement; you deal with fields. Did you proceed on a basis of crop failure as the sole test of suspension, or did you consider whether the particular revenue-payer was able to pay the revenue from other sources?
A.—Yes; we took into consideration the circumstances of each individual.
Q.—How did you do that with such a multiplicity of owners? Had you not to rely upon your *patwāri*?
A.—The lists were made out by village officials and checked by Circle Inspectors and also by *tahsildārs*.
Q.—A list of those able or unable to pay?
A.—Unable to pay.
Q.—And these lists were checked? How many revenue-payers would you have in a village?
A.—They vary from fifty to two hundred.
Q.—Take an average of a hundred revenue-payers. On what information can a decision be come to as to whether the man is able to pay or not?
A.—We would first of all eliminate all the people who have occupations other than agricultural: for instance, *sowcārs* and other petty tradesmen, and the larger landowners who pay two or three hundred rupees as assessment. Then we would enquire into the condition of particular men.
Q.—The information is only general at best. The man who is an artisan, say, may be in a bad condition, yet because he has some other means of livelihood, he is excluded from the remission?
A.—You can get fairly accurate information with the assistance of the village officers and four or five respectable men belonging to the village. That was what was done.
Q.—You trusted greatly to persons whose information you could not test. After all, the revenue is assessed upon the land. It is supposed to be a share of the produce of the land. If the produce has failed, what is your justification in recovering the whole of that revenue from the land? Because you see you are the landlord as well as the Government. Therefore you have a duty as a landlord to the tenant as well.
A.—Because the assessment is fairly light. The Bombay *rayatwāri* system is so based that, taking good years with bad, a man is able to pay the assessment throughout.
Q.—That would be true in periods of ordinary vicissitudes; but where you have an absolute crop failure, such as you had in your district, where the whole thing is a clean sweep, can you act on the same supposition?
A.—People store grain. If a man, for instance, has ten or 12 *kandis* of grain, he can easily pay Rs. 20 or Rs. 30 as assessment.

Q.—How do you know?

A.—The grain is stored in pits, and the people know pretty well who owns them.

Q.—It becomes a very inquisitorial business to decide any individual's circumstances?

A.—It would be approximate, of course.

Q.—What is the pressure of land revenue in your district per acre?

A.—It varies from one anna six pies per acre to Rs. 2-8-0.

Q.—Yes; but one anna six pies is for absolutely barren land?

A.—For very bad land.

Q.—It is unculturable. For the ordinary land what are the crops?

A.—Cotton and *jūdr*.

Q.—I passed through your district, did I not, coming from Bhūsawal to here?

A.—Yes.

Q.—I have seen some very good crops along there. Well, for such land as that I saw passing along, what rent do you recover from your tenants per acre?

A.—For the ordinary land the average would be Rs. 1-8-0.

Q.—Yes, and that would work out, according to our information here, at about 6 or 7 per cent. of the gross produce?

A.—It works out at that.

Q.—If in the Central Provinces the Government gets only 4 or 5 per cent. as Government revenue, and yet it suspends its demand, why should you not in your position as landlord as well as in your position as Government make a suspension? Why should you not have a uniform system of suspension without having any inquisitorial inquiry into the status of a particular man?

A.—A man who is well off would be let off, although he is able to pay.

Q.—You will recover it the next year. He would be better able to assist his neighbours?

A.—The question is whether he would.

Mr. Nicholson.—You said there was a good deal of wandering in the district?

A.—At the beginning.

Q.—I see there was immigration in many cases to the Nimar district of the Central Provinces. I notice that the poorhouses were not started till December. What provision was made for the wandering and vagrants during that period?

A.—At the beginning the wanderers were principally those who had heard that there was a Rājā who was giving out land on easy terms. It was not aimless wandering; they were bound for Nimar.

Q.—You had several poorhouses in the district?

A.—I had seven.

Q.—Were they much congested?

A.—Not very much, because I periodically weeded them.

Q.—You sent men on to the works?

A.—And back to villages, where they had gratuitous relief.

Q.—About the irrigation, the rainfall of the district was very short in 1899, about eight inches?

A.—Seven and a half.

Q.—Notwithstanding that the average depth below the surface of the water was only three to six feet?

A.—Yes; it was.

Q.—The question was, how deep would you have to dig before you came to water?

A.—Oh, a considerable depth. I misunderstood your question. About fifty feet.

Q.—You had weaving operations in your district to a small extent? What proportion do the people relieved bear to the weavers of the district? Have you any idea of the number of weavers in your district?

A.—It is a small number. I could not give you the exact number now.

Q.—I notice that the forests were largely thrown open and saved a large number of cattle, but it is estimated that fully 40 per cent. of the live-stock died.

A.—Yes.

Q.—What are your data?

A.—I had a census taken; we have a cattle census every year.

Q.—Throughout the district?

A.—Yes.

Q.—But I understood just now that rather more than the normal *kharif* crop was cultivated?

A.—The sowings did not germinate.

Q.—Never mind that. As a matter of fact the area of the *kharif* crop was considerably above the normal?

A.—Yes.

Q.—And that, notwithstanding, 40 per cent. of the cattle died?

A.—There was a large excess of cattle.

Q.—Then I may take it that the cattle which died were principally the useless class of cattle?

A.—Well some of them were useful; but by the beginning of June the better class of cultivators imported a lot of cattle.

Q.—Where did they get their funds from ?

A.—From the charitable relief fund.

Q.—And Government *tagāvi*, was it issued ?

A.—Yes ; largely.

Q.—Was any Government *tagāvi* issued by way of loans for fodder ?

A.—Hardly any.

Q.—Were loans for the purchase of fodder actually taken by the *rayats* ?

A.—Yes.

Q.—We have had it that railway freight was excessive ?

A.—Yes.

Q.—Was there also some trouble in the matter of importation of grain through the railway ?

A.—None ; except that the importers complained that it was delayed on the East Indian Railway.

Q.—What was the cause ?

A.—It was said they had not enough rolling-stock.

Q.—On both railways ?

A.—Not on the Great Indian Peninsular Railway. They could cope with it ; but the complaints were that the East Indian Railway could not cope with it.

Q.—Are you of opinion that these complaints were well founded ? Did you make any inquiries ?

A.—No, I did not. They only complained about delay. It was delayed about eight days.

Q.—By reason of a want of rolling-stock ? A delay of eight days might prove very serious, I suppose, to your kitchens and so on ?

A.—The supply was always equal to the demand.

Q.—Because there was a sufficient stock in hand ?

A.—Yes ; and some grain had to go back.

Q.—One reason for reducing the amount of the wages on relief works was that there were complaints that private employes could not get labour ?

A.—In the beginning of the monsoon.

Q.—Were complaints made that the *rayats* could not get labour to do their fields ?

A.—We noticed that.

Q.—And thereupon you considerably reduced the wage ?

A.—Yes.

Mr. Bourdillon.—What is the explanation of the big fall in the workers from 65,000 on the 28th June to 8,000 on the 25th of August.

A.—The extensive weeding operations.

Q.—They went away voluntarily ?

A.—Yes.

Q.—Then they rose again in September to 23,294 ?

A.—That was at the close of the weeding operations: they came on again voluntarily.

Q.—Mr. Nicholson referred to your answer to question 105. Had you two reductions of wage, 14th July and 9th August ?

A.—Yes.

Q.—What was the particular object of this ; to help the people off the works ?

A.—Yes.

Q.—Was it in village works ?

A.—On regular works too.

The President.—Do you think that you would have been able to give all the relief labour that was required merely by village works ?

A.—Yes.

Q.—Throughout the famine ?

A.—No ; we could not find sufficient works for employing such large numbers.

15

Rustomji Faridonji, Esq.

Answers by Rustomji Faridonji, Esq., Deputy Commissioner, Akola District, to questions put by the Famine Commission.

1. The outlook in the Akola District at the commencement of the rains of 1899 was not such as to cause any anxiety. The scarcity of 1896-97 was followed by two good years with respect to kharif crops, but the cultivators got low prices for cotton and juari, which are the principal kharif crops. The rabi crops had suffered seriously during the two years, owing to deficient rainfall over an average area of 92,294 acres, or 7 per cent. of the total cropped area, wheat having almost entirely failed. The rabi crops during the three years preceding the scarcity of 1896-97 had also suffered similarly. To sum up, the district had gone through some seasons of agricultural depression compared to the prosperity it had been accustomed to, and although this circumstance, added to the scarcity of 1896-97, would not in itself have caused any distress, it certainly tended to render the famine of 1899-1900 more severe than it would otherwise have been.

2. The area actually sown with kharif was 910,667 acres, or 85 per cent. of the normal kharif area, but the sowings did not even germinate over the greater portion of this area. The normal kharif area is 1,070,155 acres, the average of ten years ending 1898-99, or 83·6 per cent. of the average cropped area.

3. (a) The average rainfall of the district in the rainy season is 28·64 inches, but the rainfall has been considerably below the average since 1895.*

* 1895-96	. 21·34
1896-97	. 23·5
1897-98	. 23·37
1898-99	. 23·27

(b) The actual rainfall in the rainy season of 1899 was 7·80 inches in the district, or 27 per cent. of the average. But only scattered showers were received, and in some parts of the district the rainfall was not sufficient for sowings.

(c) The rains ceased early in September.

(d) The distribution of the rainfall is compared below with the average:—

	June.	July.	August.	Septem-ber.	October.
1899 . . .	3·00	2·28	1·40	1·11	0·1
Average . . .	4·90	9·67	5·75	6·26	2·6

4. As the kharif harvest of 1899 was practically *nil*, the percentage required cannot be shown. The average cropped area in the district is 1,274,314 acres. In 1899 the area under crops was only

2116

58,459 acres including 9,548 acres under irrigation, or 4.6 per cent. of the average cropped area. Excluding the area under irrigation, which was insignificant, the cropped area produced only a small quantity of cotton (5,125 maunds compared with 1,781,136 maunds in the previous year). The juari crop was *nil*.

5. The percentage of total population exclusively depending on agriculture, according to the census of 1891, is—

(a) Petty cultivators	35.6
(b) Labourers	31.0
TOTAL	66.6

6. The total failure of crops was in itself sufficient proof of the necessity of relief, a considerable proportion of the population being left without the means of buying food, owing to almost entire cessation of agricultural operations. But test-works were started on the 11th September; between that date and the 21st October 14 test-works were in progress. The conditions enforced on test-works were—

- (1) the works were conducted on the task-work system and the prescribed tasks were enforced;
- (2) payment was made strictly by results;
- (3) no rest-day wage was paid; and
- (4) dependants were not paid any allowance nor were they otherwise relieved.

7. (1) Between the 11th September and 21st October the number of labourers on test-works under the above conditions rose from 1,688 to 13,592, or 2.3 per cent. of the total population.

(2) The average price of juari, the staple food of the district, is 21 seers. The price at the end of June was 28 seers; at the end of the July it rose to 21½ seers; at the end of August it rose to 15½ seers; at the end of September it was 13½ seers, and at the end of October it was 9½ seers. The rise in prices was due to large export of juari to other affected areas from August to the end of November.

(3) With a small demand for private labour, the wages paid were low.

(4) Large quantities of gold and silver ornaments, utensils and cattle were being sold at abnormally low prices at the principal markets.

(5) There was a great deal of wandering noticed, and in August emigration set in in the direction of the Nimar District, where the prospects were reported to be good.

(6) There was great increase in petty crime and the villages were more or less in a state of panic. Discontent prevailed amongst the poorer classes who often complained that money-lenders had stopped all credit.

8. The number on test-works rose to 13,592 on the 14th October as already noted. Famine was

declared by the Resident on the 18th October, and the test-works were converted into large works under the Public Works Department. In order, however, to further gauge the extent of the distress, the dependants were not paid any allowance up to the 15th November, as I believed, after enquiry and personal observation, that the workers had still some resources left, and the wages paid were sufficient for the time to support both workers and dependants. The scale of wages in force was the one recommended by the Famine Commission of 1898. In October there were 8 large works in progress, and in November ten works.* The workers were fined proportionately to their tasks down to the minimum wage, and in cases of persistent idleness a pice or two below the minimum wage.

* One tank work and
9 stone-breaking works.

9. The district was fairly well prepared to meet famine. No programme was ready when distress first threatened. Projects and estimates for tanks and stone-metal breaking were got ready late in August and during September 1899.

The survey for the Khandwa-Akola-Basim Railway and that for the Khamgaon-Jalna Railway began in November 1899.

The scale of establishment was fixed by the Resident early in December 1899. No lists of candidates qualified for famine service were kept up.

10. The relief programme contemplated large public works as the backbone of relief operations. A programme of village works was ready in reserve from the beginning.

11. The order in which the several relief measures were started is noted below :—

- (1) Private charity was organised in August, and cheap grain shops were opened in several places in that month, and village relief by private charity in the shape of grain doles was distributed from October.
- (2) Government forests were opened on the 11th August, as there was no fodder for cattle.
- (3) Test-works were opened on the 11th September.
- (4) Poor-houses were opened on the 7th December.
- (5) Kitchens on large works were opened on the 5th November.
- (6) State kitchens in villages and towns were opened on the 10th May 1900.

12. The following system of local inspection and control was established :—

- (a) Arrangement for village relief.—For the purposes of village inspection there were 14 circles, each in charge of a Munsarim or Circle Inspector, already in existence. Their ordinary

business is to inspect crops, examine village records, enquire into applications for loans for agricultural purposes, etc. These circles were converted into relief circles early in August, and they were called upon to report twice a week on the condition of the people in the villages inspected and organise village relief by private charity under the supervision of the Tahsildar and with the assistance of Deshmukhs and Deshpandes (old Zamindars). The Tahsildars were also required to freely move about in their taluks and submit reports every week regarding the progress made in organising village relief. Village relief by private charity in the shape of grain doles on the conditions laid down in the Code was started on the 17th October, under the supervision of Circle Inspectors. A special Relief Naib-Tahsildar was appointed for each taluk on the 1st December 1899 for the supervision of village relief operations. As the necessity for village relief from Government funds was felt, the district was divided into 22 relief circles early in January 1900. Towards the end of December an Assistant Commissioner or Extra-Assistant Commissioner was placed in charge of all relief operations in each taluk, the whole district staff being utilized for this purpose. He was designated an Inspecting Officer. The Circle Inspectors were required to inspect all the villages in their charge at least once a week, and revise from time to time the list of persons eligible for doles, which were prepared by the village officials and countersigned by a village committee selected by the Tahsildar. In Municipalities the lists were prepared and checked by members of the Municipal Committees. The village lists were also scrutinized by the Relief Naib-Tahsildar, the Tahsildar, Inspecting Officer and Deputy Commissioner. The village doles were distributed in the presence of the village officials and a committee, and, in the case of municipalities, in the presence of some members of the local body.

Committees were appointed for the management and supervision of poor-houses in the last week of November, and similar committees were appointed for the management of State kitchens before they were opened.

The Circle Inspector at every visit to a village examined all the poor people, and added to the lists any persons whom he considered eligible for gratuitous relief. The other officers mentioned above also did this. The above procedure was also followed in the case of State kitchens in villages. As village relief had to be expanded at the commencement of the monsoon, the number of circles for purposes of inspection was increased from 22 to 34 early in June, each circle consisting on an average of 35 villages and an area of 78 square miles.

- (b) It was proclaimed at the end of September at every village that Government would freely grant loans under the Land Improvement Loans Act on the usual conditions. The Tahsildars and Circle Inspectors were also directed to explain to the ryots the advantages of these loans and to encourage applications. As there are no Zamindars in this district, nothing else could be done to stimulate local employment of labour.
- (c) The machinery for village relief was also fully utilized for organising private charity. The people were advised by all officers down to the Circle Inspector to stop indiscriminate charity and divert the money they were inclined to spend to an organised charitable fund.
- (d) The village officials were required to inspect all the people in their villages every day. Circle Inspectors and other Inspecting Officers, at every visit to a village, examined the condition of the people and checked the births and deaths register. This was systematically done from September.

13. Loans were granted under the Land Improvement Loans Act from August 1899. Between August and December 1899 inclusive, the amount of Rs35,457 was advanced under this Act, and Rs2,143 were advanced under the Land Agriculturists' Loans Act. The advances under the former Act were principally made for the digging and building of wells, for banking fields, and for other improvement of lands. The advances under the Agriculturists' Loans Act were given in the preliminary stage to cultivators for purchasing seed and bullocks when there was still hope of sowing being possible.

The total amount advanced under the Land Improvement Loans Act and Agriculturists' Loans Act during the period of famine were Rs98,104 and Rs87,687 respectively. The loans under the Land Improvement Loans Act were advanced to respectable cultivators on the condition of the works being

completed within a definite period. Interest was charged at the rate of $6\frac{1}{2}$ per cent. per annum. No remission of any portion of a loan was allowed. The loans under the Agriculturists' Loans Act were principally granted to poor cultivators who had no seed and had lost their bullocks. They were not charged interest for loans granted from July 1900, the amount so advanced being Rs55,416.

14. Irrigation wells can be made in most parts of the district, but the people are generally averse to this form of cultivation, as it involves more labour and a larger outlay than the cultivation of dry crops. The average depth below the surface of water at the cessation of rains in 1899 varied from 3 to 6 feet in different parts of the district.

The digging of wells was encouraged by loans.

(a) I do not think the new wells were very successful in securing the crops on the ground, as in many places there were no crops left and it was too late to sow afresh.

(b) But the wells were certainly a permanent improvement and would secure to their owners the crops on their lands, should the rains fail again.

(c) They employed for some months labour which would otherwise have been driven to relief-works.

15. The deepening of tanks and stone-metal collection for District Board roads were undertaken as test-works. The works were conducted by the Local Fund agency under the supervision of the Deputy Commissioner. The test-works, as they assumed large proportions, were transferred to the Public Works Department on the 18th October, and were converted into large works.

16. The tasks exacted on test-works were—

Stone-breaking—

Class I	worker	=	$4\frac{1}{2}$	cubic feet.
„	II	„	=	$3\frac{1}{2}$ „
„	III	„	=	$1\frac{1}{2}$ „

Quarrying—

Class I	worker	=	11	cubic feet.
„	II	„	=	$5\frac{1}{2}$ „

Earthwork—

Class I	worker	=	84	cubic feet.
„	II	„	=	42 „

Previous occupation was not taken into consideration in fixing tasks.

17. Payment was made in strict proportion to results. There was a maximum wage, but no minimum wage, nor rest-day allowance, nor allowance to dependants.

18. The rapidly increasing numbers on the test-works under the above conditions clearly showed the necessity for giving extensive relief and the works, were therefore converted into regular relief-works.

19. Large public works were first opened as regular relief-works.

20. These works were managed by the Public Works Department, and were under the general control of the Deputy Commissioner and the Commissioner. A scale of supervising establishment was prescribed by the Honourable the Resident in December. The necessary establishment was ready before the works were opened, and there was no delay in opening them. Tools and plant were available.

21. Works were not divided into charges. Each work was under a Civil Officer and a Camp Overseer, but when the number of workers at a camp exceeded 2,800, an Assistant Civil Officer was appointed for every excess unit of 2,800. When a work was congested the excess number was transferred to another work nearest to it.

22. As stated above, works were not divided into charges. But the following was the latest scale of establishment prescribed by the Resident* for each camp of 6,000 to 7,000 persons, including dependants:—

* 26th April.

- 1 Civil Officer.
- 1 Camp Overseer (who was an Upper or Lower Subordinate).
- 1 Work Agent for every 1,400 workers.
- 1 Time-keeper for every 280 workers.
- 1 Store-keeper for every 1,400 workers.
- 1 Cashier.
- 1 Pay Clerk for every 560 workers.
- 1 Assistant Civil Officer for every 2,800 workers in excess of 5,600.

The petty and menial establishment required for a camp was not prescribed. The orders were that before a work was opened the whole camp must be got ready. Huts for a certain proportion of the labourers which would be expected were to be put up, and a stock of spare materials for extension of hutting was to be kept ready. Each hut was to accommodate three persons, and labourers belonging to villages situated within three miles of a work were not to be allowed to live in the camp. The plan of huts was prescribed. Instructions for the guidance of the Civil Officer and Medical Officer were issued regarding sanitation and conservancy. The orders were to mark out the boundary beyond which people were to resort and indicate it by flags, to dig trenches for people to resort to, to post chowkidars in and outside the camp to prevent pollution, and to put infirm labourers of the lower classes on sweeping the camp. The burial-ground was to be selected and a certain number of pits kept ready for the reception of dead bodies. The Civil Officer and Medical Officer were required to inspect the whole camp daily and supervise conservancy arrangements. As regards water-supply, *vide* answers to Question 47.

The Tahsildar had standing orders to have a bazar ready at a work before it was opened. The site for the bazar was fixed beforehand. One of the Civil Officer's duties was to see the market

arrangements every day. The Medical Officer had orders to bring to the notice of the Civil Officer any bad grain exposed for sale, and the owner was then turned out. The hours during which the hospital was to be kept open were prescribed by the Civil Surgeon. The Medical Officer had orders to go round the camp and the work every morning, and pick out sickly persons and send them to hospital or put them on the kitchen list. He was required to inspect the kitchen also daily. Medicines on a prescribed scale were sent to the camp before the work was opened, and all the other hospital requisites were supplied beforehand. The Civil Surgeon and an Assistant Civil Surgeon, specially appointed, inspected between them all the camps twice a month.

23. Admission to the works was free to all applicants at large works. From January onwards, the system of drafting people on certain works which were near their homes, or to works which were some distance from their homes, was enforced with a view to rid the works of people who were not in need, but who, being without any employment, came on to works to earn what they could. This system proved a success during the cold weather, but in the hot months, as the famine deepened, it had to be put a stop to, as it led to aimless wandering, and it was noticed that some people really in need returned to their homes when they were drafted, and their condition necessitated their being eventually put on gratuitous relief.

The distance test was also applied in the following cases. The number of labourers that each work was to hold was fixed beforehand, regard being had to the capacity of the work and to the water-supply. After this limit was reached, either fresh applicants or old workers selected on account of their homes being near were drafted on to other works.

Residence on the works was not compulsory. On the contrary, no workers who were residents of villages within a radius of three miles were allowed to live in the camp.

Judging from the statistics for December, March and May, a large public work capable of entertaining 10,000 persons would serve an area of 266 square miles and a population of 57,800 souls. In June there were 23 regular relief-works in the district, and the number of persons on works was 95,500 including dependants. Each work, therefore, served an average area of 115 square miles and a population of 25,000.

The reason for opening a large number of works was the difficulty regarding water-supply and the capacity of the quarries and tanks, some of which could employ only a limited number. Applicants for relief went a distance of 20 to 25 miles from their homes in the district, and I saw some workers at each camp who had come longer distances.

25. Officers of the Public Works Department were subordinate to the Civil authorities to the extent specified in paragraph 423 of the Famine Commission Report of 1898. The Public Works Department were independent in the following respects:—

- (1) The tasks were fixed by the Superintending Engineer.
- (2) The entire Public Works Department staff was appointed by the Superintending Engineer and the Executive Engineer.
- (3) All arrangements regarding hutting, tools and plant were made by the Public Works Department.
- (4) Public Works Department Officers had the authority to inflict fines on workers.
- (5) No orders were ordinarily given by any of the Civil authorities to any of the Public Works Department Officers except through the Executive Engineer.
- (6) The Public Works Department were independent in the management and direction of labour.

26. There was a Civil Officer in charge of each work. He was drawn from officials and other respectable men who were eligible for the posts of Naib-Tahsildars and received a salary of Rs50 to Rs75 a month. He was the administrative head of the camp, and the Public Works Department subordinate in charge of the camp worked generally under his orders, except in the management and direction of labour. The Civil Officer had the authority to check measurements and to see to their punctual submission. He had full authority in the matters referred to at the end of paragraph 426 of the Report of the Famine Commission of 1898.

27. The Civil Officer had no authority in the matter of applying a particular prescribed task to any particular local conditions. This was left entirely to the Camp Overseer under the general supervision of his superiors.

28. On a stone-breaking work the gang consisted of 48 persons with one mukaddam. The gang was divided into 4 sub-gangs. Each sub-gang ordinarily consisted of 8 breakers of Class II, 2 to 3 quarriers of Class I, and 1 or 2 carriers of Class III. The number of carriers varied according to the lead and lift from the quarry to the working ground. Any excess number of Class I workers was formed into sub-gangs for breaking stone, 5 of them being employed as breakers instead of 8 persons of Class II.

On earth-work the sub-gang consisted of 4 diggers of Class I and 6 to 12 carriers of Classes II and III according to the lift and lead. Arrangements were made to form gangs by families or

people from the same village, but these were not very successful. The sub-gang system has many advantages :—

- (1) Where the sub-gang consists of members of the same family or people from the same village, there is great co-operation, and the short outturn of the weak members is made up for by the strong.
- (2) The outturn of a sub-gang can be measured more quickly and accurately than that of an individual. Both the staff and the workers are saved a great deal of time, and the chances of favouritism are minimised, as the Work Agent has to deal with a gang of persons instead of an individual.
- (3) The industrious workers in a sub-gang bring pressure to bear on the lazy members, and then the former co-operate with the authorities to bring the latter up to the mark.

29. The classification of labourers and scale of wages were first exactly in accordance with those laid down in paragraphs 445 and 456 of the Report of the Famine Commission of 1898, *viz.* :—

Special Class	Same as Class I <i>plus</i> one pice.
Class I diggers (or equivalent labour)	20 chattaks.
Class II carriers including working children over 12 years of age (or equivalent labour)	15 „
Class III (working children between 8 and 12)	8 „
Class IV—	
(1) Adult dependants or infirm workers	} 12 „
(2) Minimum wage for all classes of adults	
Class V, non-working children—	
(1) Between 8 and 12 years of age	7 „
(2) Under 8 years	5 „
Class VI, nursing mothers	Same as Class I (20 chattaks.)

The classification and wage scale were revised by the Honourable the Resident on the 19th January as follows :—

Classification.	Wage.
Special Class	Same as Class I with one pice extra.
Class I	19 chattaks.
Class II including working children over 14 years of age	14 „
Class III (working children between 10 and 14)	8 „
Minimum wage	9½ „
Class IV (adult dependants)	12 „

Class V—

- | | |
|--|-----------------------------|
| (1) Children over 10 and under 14 years of age | 8 Chattaks. |
| (2) Children over 7 years and under 10 | 6 „ |
| (3) Children under 7 years but not in arms. | 4 „ |
| (4) Children in arms | 1 pice extra to the mother. |

Class VI, nursing mothers . Same as Class II, *plus* one pice.

From the 2nd February 1900 the wage of Class III workers (children between 10 and 14) was raised from 8 to 10 chattaks. On the 11th May the minimum wage was again raised to 12 chattaks. On the 4th July the wage scale was modified as follows:—

Class I	14 chattaks.
„ II	12 „
„ III	10 „
Minimum wage for Classes I and II	12 „
Minimum wage for Class III	8 „
Nursing mothers	Class II wage, <i>plus</i> 1 pice.

On the 9th August a further reduction of the wage scale was made:—

Class I	12 chattaks.
„ II	10 „
„ III	8 „

Nursing mothers were fed at kitchens from the 11th August at large works with kitchens.

Infirm workers were also fed at kitchens from March. It will be seen that the classification of labourers at large works was throughout the famine practically that prescribed by the Famine Commission of 1898, the only modification made being that the age-limit of working children was fixed in January 1900 at 10 to 14 instead of 8 to 12, children below 10 being treated as non-workers. This change was, in my opinion, a great advantage in many ways:—

- (1) The tendency to class as workers very small children to the detriment of their health was checked, as there was some excuse for a 6 or 7-year old child being classed as a worker 8 years of age, but there would be no excuse for the same child being classed as a worker 10 years of age.
- (2) Small children who did little or no work were thus weeded out and the tasks improved. The exclusion of children below 10 years of age reduced the number of carriers, whose proportion is always considerably in excess of requirements.
- (3) The cost of relieving children between 8 and 10 years of age gratuitously (they

got 6 chattaks) was about 25 per cent. less than that of relieving them as labourers and paying them 8 chattaks each.

The following table compares the wage scale that was in force from time to time with the wage scale prescribed by the last Famine Commission:—

CLASS I.	Scale laid down by the Famine Commission of 1898.	Scale of wage from 11th September 1899 to 16th January 1900.	Scale of wage from 7th January 1900 to 16th January 1900.	Scale of wage from 17th January 1900 to 1st February 1900.	Scale of wage from 2nd February 1900 to 10th May 1900.	Scale of wage from 11th May 1900 to 3rd July 1900.	Scale of wage from 4th July 1900 to 8th August 1900.	Scale of wage from 9th August 1900 to 7th November 1900.
Class I . . .	20	20	20	10	10	10	11	12
„ II . . .	15	15	15	14	14	14	12	10
„ III . . .	8	8	8	8	10	10	10	8
MINIMUM WAGE.								
Class I . . .	12	12	9½	9½	8	8	8	...
„ II . . .								
„ III . . .								
DEPENDANTS—								
Adults . . .	12	12	9½	12	12	12	12	12
Children over 8 years.	7	7	7	...	...	...	...	...
Children under 8 years.	5	5	5	...	...	...	...	...
Children 10 to 14 . . .	...	...	...	8	8	8	8	8
„ 7 to 10 . . .	...	...	...	6	6	6	6	6
„ Below 7 . . .	...	...	...	4	4	4	4	4

It was believed that the wages of 20 chattaks and 15 chattaks for Classes I and II, respectively, were more than sufficient, and were accordingly reduced to 19 and 14 chattaks. This reduced scale of wages, which was in force from the third week in January up to the 1st week in July, did not in any way affect the health of the workers. The number of labourers during this period rose from 70,000 to 83,000, so that all officers had ample opportunities of judging whether the wage scale was sufficient for these two classes. The increase in the wage of working children from 8 to 10 chattaks followed an increase in the age-limit to 14 years. Besides, it was observed that children worked the hardest, and they wanted more nourishment than their size or age would warrant. Children between 10 to 14 years of age who were unable to work were fed at the kitchen on the 8 chattak scale, and this scale of rations seemed barely to satisfy them. Children working 8 hours in the day certainly wanted more.

The reduction of the minimum wage from 12 to 9½ chattaks was necessitated by a considerable proportion of workers remaining persistently idle and doing just enough work to earn the lowest wage. It also attracted some people who did not need relief. This reduction, while it had the desired effect on idlers, also tended to keep off infirm labourers who were capable of giving only a low task, and therefore earning only the minimum wage.

The latter class were no doubt eventually thrown on gratuitous relief. The reduced minimum wage of 9½ chattaks therefore did not in my opinion meet all cases, but its effects were not appreciable under the sub-gang system. As the distress got more acute the 12 chattak minimum wage had to be reverted to in the middle of May. After the rains set in, as agricultural labour commenced, measures had to be taken to drive off works such people as could be employed privately. The famine relief wages were beginning to come in competition with wages offered for private labour, and early in July the wage scale of 14, 12 and 10 chattaks for Classes I, II and III, respectively, was brought into force. The proportion of nursing mothers became excessive, as they were given only nominal tasks on the advice of the Sanitary Commissioner. From early in August nursing mothers were fed at the kitchen attached to works on rations equivalent to 14 chattaks. As agricultural operations expanded with the advance of the monsoon, the wage scale was further reduced to 12, 10 and 8 chattaks for Classes I, II and III, and lastly, the expedient of feeding all workers was resorted to in the last week of October. This experiment was successful at the stage that it was tried, as there was plenty of field labour. This form of relief was distasteful to the people, but, as there was abundance of field labour available, any rigorous measure short of driving off the labourers was justified. At any earlier stage of the famine the experiment would have been risky.

The reduction of the wages of Classes I and II from 20 and 15 chattaks to 19 and 14 chattaks, respectively, is estimated to have effected a saving of Rs 26,679 between 1st February and the 7th July. There are no means of ascertaining the saving effected by the reduction of the minimum wage. The 9½ chattak wage did not reduce the number on works. As a matter of fact, the number increased from 75,700 in the beginning of February to 87,700 early in May, which indicates that the proportion of the people on works not really in need must have been inconsiderable.

30. The classification prescribed by the Famine Commission of 1898 appears to have answered well. Under Class II fell (1) women, (2) working children over 14 years of age, (3) men who were not sufficiently strong to be classed as diggers, but who were at the same time not infirm, and who could not, therefore, be put under Class IV. This class did a full woman's task.

My enquiries showed that the above three classes require about the same amount of food. The workers getting a 14-chattak wage were always found to be generally in good health. The 14-chattak wage cannot be said to be excessive for a woman. It gives her roughly a pound of flour and other necessaries. If then the working youth above 14 years of age and men who fell under Class II really required more nourishment

than what sufficed a woman, these classes should have appreciably deteriorated in health on the 14-chattak ration in the course of six months. That they stood the test during a period of severe distress may, I think, be taken as sufficient proof of the suitability of the classification.

The proportion of women does not appear to have been greater under this system of classification than in previous famines, while the unprecedented character of the famine would be a good explanation of any excess. Amongst some classes there are no doubt sentimental objections to a man and woman receiving the same wage, but experience has shown that these objections are so strong as to keep off works men really in need. On the other hand, women on works were often known to earn the full wage, while their husbands in the same or higher class received the minimum.

The absence of sexual distinction did not lead to any difficulty. Looking at the question in its financial aspect, the absence of sexual distinction and the levelling of youths of 14 and above, and men who are not fit to be diggers, with women, and paying them all a 14-chattak wage (which was found to be sufficient), is distinctly an economical arrangement. It would have been otherwise if the wage of 15 chattaks prescribed by the Famine Commission of 1898 had been adhered to.

31. The Code task system was introduced from the outset, as the famine was of a most severe character owing to the total failure of crops.

32. I have had no experience of the system of payment by results or the intermediate system on regular relief-works. But judging from the conditions in this district where distress was acute, I am inclined to think that such a system would not be suitable in cases of severe famine. Under this system a worker with a large number of dependants earns the same wage as one with no dependants. The task-work system combined with the organization of small gangs with a minimum wage and a penal wage and with a system of payment strictly in proportion to results down to the penal wage, is in my opinion sufficiently elastic and is best suited to meet severe distress. The system of payment by results would have a tendency to drive off works people who cannot earn a minimum wage although they may not appear infirm. Such people would go to swell the village gratuitous lists. In theory the infirms can always be distinguished from the able-bodied and can be formed into separate gangs and put on task-work, but such exact classification with the agency that has to be employed on famine works is not found to be practicable. In this district the orders were to form separate gangs of infirm workers, but it was found very difficult to get the staff on works to do this, and the staff was not in all cases inefficient.

33. The tasks have been shown against Question 16. The full task was demanded from all

workers, i.e., from each sub-gang. This no doubt affected the results. No allowance was made for the distance the workers had come from, and persons residing within 3 miles of a work were not allowed to live in the camp, so that they travelled up to 6 miles in the day. In January 1900, the Class I digger's task was increased from 84 to 100 cubic feet. For railway ballast breaking the task for a sub-gang was increased from 25 to 32 cubic feet in April 1900. The circumstances which led up to the changes towards severity was that the majority of the people had got accustomed to the work and were in hard condition.

34. The scale of wages adopted at the commencement of the famine appeared to be unduly liberal in the case of workers of Classes I and II (20 and 15 chattaks), and it was accordingly reduced to 19 and 14 chattaks respectively. This scale was in my opinion sufficient. The increase of the working child's wage from 8 to 10 chattaks was necessary owing to the increase in the age-limit to 14 years and also for other reasons. On this wage scale the workers were found to continue in good health from the last week of January up to the 1st week of July. As regards the reduction of the minimum wage to $9\frac{1}{2}$ chattaks, it had the effect of a penal wage, and the proportion of workers who earned that wage fell considerably and the tasks improved. This wage was 20 per cent. below the 12 chattak minimum, and it could scarcely be expected to keep a man in working strength for any length of time, but under the sub-gang system, where the weak or lazy were mixed with the able-bodied and willing workers, its effects were not fully felt during the cold weather. However, continued exposure to an exceptionally trying sun during 8 hours of the day in the hot months, and the unavoidable discomforts of camp life, and the monotony of the work appreciably affected the health of labourers who were not strong, and it was found necessary to revert to the 12-chattak wage. It would have been better to continue the $9\frac{1}{2}$ or even 9-chattak wage as a penal wage and re-introduce the 12-chattak scale as the minimum wage. The further reductions made in the wage scale from July onwards were necessary to induce people to go back to their usual occupations. The numbers on works during the months of July, August and September were larger than had been expected, but this was partly due to late sowings. Sowings were late both because the monsoon burst later than usual and because cultivators had some difficulty in obtaining seed and cattle. There was no employment for women till weeding of crops began, and no weeding could be done while it was raining or till some time after it ceased to rain. Prices continued high up to the end of October ($8\frac{1}{2}$ seers), and cultivators who were reduced in circumstances, taking advantage of the distress, offered wages for field labour insufficient to support life. These circumstances account for the large numbers continuing on the works during

the monsoon in spite of the considerable reduction of wages. Some labourers did occasionally save a pice by various devices, such as making a meal of parched gram or by mixing juari flour (the staple food) with urid dal flour, which was a little cheaper than juari, and of which a little seemed to go a long way. With devices like this, and a little occasional pinching, a certain proportion of the labourers who had been on works since November and December 1899, returned home with R2 to R3 between a family in June or July. This no doubt enabled many petty cultivators and labourers to go back to their homes to resume their usual occupation.

Before the wage scale was reduced the workers saved a little money by using green food, such as "tarota."

Copper coin freely returned to the banias on the works, and throughout the famine it sold at a discount of a quarter to half an anna to the rupee.

35. A rest-day wage equivalent to the minimum wage was given to the workers. During the monsoon it was stopped for a little time, but it had to be reverted to. Under the task system the workers could not earn more than the full wage. In this district the condition of payment of the rest-day wage was that the labourer should have worked for the three preceding days. Given that the daily task set is one which an average famine labourer can perform in 8 hours' time. I think that the system of payment of a rest-day wage on the above condition is preferable, as otherwise only the strong would be able to earn more than the full wage to support themselves on the rest-day.

36. I think the minimum wage of 12 chattaks is too high to meet the cases of idlers and persons who are not in need of relief coming on the works. No penal wage was in force in this province, except that the $9\frac{1}{2}$ chattak minimum answered the same purpose so far as the above cases were concerned. I think fining in suitable cases should be continued down to the penal wage or something between the minimum and penal wage.

37. The minimum wage was allowed at the outset, and at the commencement a large proportion of workers earned that wage only. Since, however, this wage was reduced to $9\frac{1}{2}$ chattaks, the full or proportional wages were generally earned. This fact coincided with the introduction of the sub-gang system, to which the improvement in tasks and higher earnings must also in a great measure be traced. The reasons for a large proportion of the workers earning the minimum wage at the commencement were (1) the labourers were unaccustomed to stone-breaking, which formed the bulk of the relief-works at the time; (2) each worker's outturn was measured separately, and this could not be done satisfactorily or fairly; (3) there was a tendency to idle and earn the lowest wage by doing the least work.

38. Payment was made daily throughout the famine since the regular relief-works were opened, and this system worked admirably.

39. When test-works were opened payments were made twice a week, and it was observed that new-comers were put to great inconvenience. This was also my experience in 1896-97, when payment was made on relief-works twice a week. New-comers cannot at once establish credit with the bania, and if they come with empty pockets, as they often do, they are in a bad way. Besides the bania takes great risk by giving credit to labourers who may leave the work any time, and he therefore charges excessive rates for supplies. I observed this at many workers where credit was started in spite of daily payments.

40. Payment was made to the individual, and this system worked very well, and no inconvenience was felt.

I would prefer this system to that of paying the head of the gang.

41. There was no penal wage in force in this district. On the 15th May the following numbers received the full wage, the minimum wage and a wage between the full and minimum wage at the stone-breaking works at Akola and Khadki Takli :—

	Number.
(a) Full wage	{ 4,814 Akola quarry. 8,961 Khadki Takli.
(b) Minimum wage	{ 30 Akola quarry. 1,050 Khadki Takli.
(c) A wage between the full and minimum wage	{ 115 Akola quarry. Nil. Khadki Takli.

Generally speaking, fining below the minimum wage of 12 or 9½ chattaks (which amounted to a penal wage) had the effect of rapidly improving the tasks of sub-gangs and inducing them to earn the full or proportionate wage. Continual fining did not appear to have driven people off works, excepting some weakly persons who returned to their homes and were thrown on gratuitous relief. I must note, however, that in very few cases fining had to be resorted to for any length of time.

42. Any of the prescribed systems of payment by results was not in force. But the payment of proportionate wage down to the minimum was introduced by the Superintending Engineer in December 1899.

In February 1900, the following system of proportional payment was brought into force. On a stone-breaking the sub-gang of eight breakers and the requisite number of carriers and quarriers was paid the full wage if the outturn was 25 cubic feet. For an outturn of less than 18 cubic feet the sub-gang was paid the minimum wage; for 18 cubic feet and over, the members of sub-gang received one pice each above the minimum wage, and for 21 cubic feet or more they received one pice less than the minimum wage of their class. This system could not be worked when wage had to be calculated on certain prices of grain.

43. This question presumably refers to the piece-work or intermediate system, neither of which was adopted in this district.

On large works the non-working children were relieved by feeding them at kitchens attached to the works. Infirm workers were formed into separate gangs and given the minimum wage for a nominal task. From March 1900 infirm workers were also fed at the kitchens.

44. No contractors were employed at any stage of the famine.

45. Not applicable to this district.

46. The prices scale for the calculation of wages was fixed every week by the Deputy Commissioner on weekly price lists received from the Tahsildars.

It was based on jari or rice whichever was cheaper. Small variations in prices under half a seer were neglected.

47. The camping ground was selected by the Executive Engineer and approved by the Civil Surgeon.

It was first estimated how many labourers the work to be opened would employ for a given period, usually six months. Hutting accommodation was then provided for at least half the estimated number, at the rate of 3 persons per hut. The hospital, cholera and small-pox sheds, kitchen, offices of all kinds, quarters for the establishment, and a pure water-supply, were also provided.

The selection of the camp principally depended on a suitable water-supply. Tools were provided for the estimated number of labourers, and a staff consisting of a Civil Officer, Camp Overseer, Work Agents, Hospital Assistant, Cashiers, Pay Clerks and Time-keepers and Store-keepers was appointed.

The Hospital Assistant was provided by the Civil Surgeon, who had to be given notice beforehand. The Public Works Department appointed the Public Works Department Staff, and the Deputy Commissioner appointed the Civil Officer (subject to the Commissioner's approval) and Cashier and Pay Clerks.

The work was then thrown open, and as the labourers arrived they were collected at a fixed place (indicated by a flag), and the Civil Officer then classified them and gave each a ticket of admission noting the class of the labourer, caste, etc. The dependants, if any, were noted on the back of the ticket, and these were brought on the muster-roll maintained at the kitchen. The labourers were then passed on to the Camp Overseer, who formed them into sub-gangs and set them to work. The tools were issued daily to the mukaddam by the Store-keeper, who obtained the mukaddam's signature on a register showing the issue.

The mukaddam was responsible for the safe return of the tools every evening.

At a stone-breaking work the tasking of a sub-gang was fixed as follows :—

Eight Class II workers, or their equivalent in Class I or Class III, were grouped together on the breaking ground, and they were assisted by two or three Class I quarriers according to the degree of hardness of the quarry, and ordinarily by one Class III carrier. These persons formed a sub-gang, and four sub-gangs formed a gang, which was placed under a mukaddam. The breakers stacked their day's outturn on a plot of ground which was pegged out to fixed dimensions, and by means of a graduated bamboo in the centre of the plot, the day's work was calculated. The Work Agent measured each sub-gang's work with the assistance of the mukaddam and noted it in the measurement-book.

The sub-gang then carried their day's outturn to the large stack. Payment for each day's work was made the following morning by the Time-keeper and Pay Clerk, the Time-keeper having previously entered in their muster-sheets the names and outturn of work of each sub-gang and the wage earned in pice by each individual.

The Camp Overseer and the Civil Officer supervised measurements, and the Civil Officer checked payments.

In the case of earth-work, the ground to be excavated was nicked off into squares measuring 10 by 10 feet. The sub-gang for earth-work consisted of four Class I diggers and from 6 to 12 carriers of Classes II and III, according to lift and lead, the number of carriers being worked out from a table.

Fines were inflicted under orders of an officer not below the rank of a Sub-Divisional Officer, who had to specify the particular sub-gangs which were to be fined, the amount of fines, and the period for which they were to continue if the outturn showed no improvement.

The Civil Officer was furnished by the Executive Engineer with a letter of credit on which he drew cheques on the nearest Sub-Treasury. At all camps the copper was supplied on the spot by the contractors who had undertaken to supply it.

As copper was selling at a discount, this device saved Government the cost of carriage and escort.

The Civil Officer was also furnished by the Deputy Commissioner with an imprest for kitchen expenditure, which was met from a letter of credit placed at the latter's disposals by the Executive Engineer.

The water-supply was most carefully conserved.

Where wells were not available, temporary wells were made, lined with stone.

The borders of the wells were raised to prevent back-flow of dirty water, and pulleys and iron buckets were supplied to each well. Each well had a thorn fencing round it with a narrow entrance.

Special people were told off to draw water and to carry it.

No one had access to the wells except the drawers and carriers. Water was distributed through iron troughs to the workers from distribution sheds, where it was stored in large earthen pots or casks. These sheds were fenced in. The water-supply arrangements were carried out strictly in accordance with the instructions given in Appendix D-XIV of North-Western Provinces Code. The wells were disinfected with permanganate of potash in rotation bi-weekly. There was a Foreman in charge of the water-supply arrangements, and the Civil Officer had the entire management of water-supply.

The hospital requirements were supplied by the Medical Department. There was a special diet scale prescribed by the Sanitary Commissioner for inmates of the hospital.

The Medical Officer sent an indent of his daily requirements every morning to the Civil Officer, who got supplies from a bania. The food for patients was separately cooked at the kitchen for dependants under the supervision of the Civil Officer.

It was the business of the Medical Officer to go round the camp every morning and send over to the hospital persons who needed attendance. He distributed fresh or condensed milk amongst sickly infants. He weeded out the infirm workers.

The Civil Officer was responsible for the sanitation of the camp. A staff of sweepers was appointed to remove dirt and the camp was swept by infirm workers of the lower classes.

The boundary beyond which workers had to resort were indicated by flags, and a staff of chowkidars was selected from the workers to attend to sanitation. Trenches for people to resort to were made at some distance from the camp. The Medical Officer brought to the notice of the Civil officer all defects regarding water-supply and sanitation.

48. Tasks were stiffened or relaxed by the Superintending Engineer who is also Public Works Department Secretary, and wages were changed by the same officer in consultation with the Commissioner. In some distances the wages were altered by the Local Government. The Commissioner did in some cases issue orders regarding the modification of wages, and I am not aware of his having been overruled. The Deputy Commissioner had no authority to stiffen or relax tasks or wages.

51. After the monsoon burst, arrangements were made to get back workers near their homes as far as possible, and with this view workers residing in camps were drafted on to small or village works near their own villages, their dependants being put on the gratuitous relief lists. As the monsoon advanced the kitchens attached to large works were closed, and the works were converted into small works without hutting accommodation. These transfers were successfully carried out. The people being willing to go back to their villages either to find field labour or to go to small works near their homes.

52. The small or village works formed the principal monsoon programme. The object was to

get back people concentrated on large works to their villages to gradually resume their ordinary occupation.

53. The small or village works included improvement of fair weather roads and village sites, collection of stone-metal for made-roads, carrying of stone-metal from the quarry to the roadsides.

54. These works were conducted under the supervision of the Public Works Department, except towards the close of the famine, when they were taken over entirely by the Deputy Commissioner to curtail establishment charges, and they were managed by the Local Fund Agency.

No works were conducted through landholders.

56. The Code task system was enforced. The scale of wages were—

Class I	}	.	.	.	.	.	12	chattaks.
" II	}	.	.	.	.	.	8	"
" III	.	.	.	.	.	.	8	"

A rest-day wage on the same scale was allowed. A further reduction was made from the 2nd August as follows :—

Class I	.	.	.	.	.	.	12	chattaks.
" II	:	:	:	:	:	:	10	"
" III	:	:	:	:	:	:	8	"

On the 21st September the wages were reduced to 10, 8 and 6 chattaks for Classes I, II and III respectively. Nursing mothers and infirm workers were fed at the kitchen throughout the monsoon.

Employment was not restricted to any special classes, but was given to all who were in need of relief.

57. The only persons entitled to admission at village works were—

- (1) those who were drafted by Civil Officers from large works, and
- (2) other villagers whom tickets of admission were issued by the village Patel after enquiry into his circumstances. This system of selection worked well.

58. Large and small works did not exist close to one another. The district was divided into blocks 7 miles square, and only one village work was opened in each block according to requirements.

59. I am of opinion that the extension of small village works so as to serve an area of, say, six or seven miles square each towards the close of the hot weather is very desirable. This arrangement would bring all workers back to their homes and they would be available for agricultural operations from time to time, and would be more readily absorbed by private labour than they would if they had been concentrated on large works. Notwithstanding all precautions, amongst the residents on works old or weak persons and children and infants suffered in health by exposure to damp and cold in the rains.

When they got ill they left the works and returned to their homes or wandered. All this would be avoided by converting large works into

small works without camps and opening a village work in each block, so that all labourers could return home after the day's work.

Most of the labourers would have to walk a few miles to get employment, which of itself would be a good test of necessity. Admission could then safely be restricted to persons who obtained tickets from village officials, and the risk of works being unnecessarily crowded would thus be avoided.

60. There are no aboriginal tribes in this district excepting a few Korkus, Nihals, Bheels and Gonds, who live at the foot of the Satpura hills.

During the greater part of the famine period they had plenty of work in the Melghat forests. They were also employed in making bamboo mats and baskets required for relief-works. Relief had to be taken near their homes, and latterly such of them as had not gone away into the Melghat (Ellichpur District) where special relief was provided for them by the Forest Department, had to be put on gratuitous relief. As far as this district is concerned, the special relief given to them by paying them for baskets and mats which they made was successful.

61. There are very few villages situated in forests in this district. No regular forest or fodder works were opened. But the opening of reserve forests to people for cutting grass on easy terms afforded employment to a large number of people of all classes for some months.

62. During the monsoon nursing mothers were employed on weeding selected fields of poor cultivators in the neighbourhood of works. The Civil Officer selected fields for weeding after consulting village Patels, and parties of nursing mothers on works were every morning made over to the field owners who exacted work from them. This arrangement was in force during the months of September, October and November, but the number employed on this work was not large, as the system of feeding nursing mothers had considerably reduced their number.

been relieved gratuitously by doles, the cost would have been 1 anna 2 pies per unit. That these special measures gave effective relief to weavers, I have no doubt. The only alternative was to put them on gratuitous relief, which would have cost more money and demoralised a class as well known for its industry as for its poverty. More might perhaps have been done in this respect, but it would be very difficult to find sale for a very large stock after the famine, and there would be great depression in the trade of weavers while Government was disposing of the stock. It is not practicable to sell the stock at any great distance from the district.

I do not think the short sales during a famine are fully made up for in the following year or two, and it is not advisable for Government to keep large stocks for several years.

66. Beyond throwing open forests on easy terms and improving the water-supply nothing was done in this district. Some grass depôts were opened in the Melghat in the Ellichpur District, but the depôts were at a very great distance from this district, and the grass collected did not last long. The Forest Department offered to give grass to cultivators on the advance system in the Melghat, but this concession was not availed of as cultivators could not go long distances with their carts to fetch grass. The forest concessions, no doubt, saved a large number of cattle, and whatever grass was available within a reasonable distance was distributed throughout the district by private enterprise. A large quantity of juari stalks, which forms excellent fodder, was imported by rail by tradesmen and owners of cattle from the Central Provinces, but the railway freight was found excessive. There was, however, great mortality of cattle, and it is estimated that fully 40 per cent. of the live-stock died.

A large number of cattle which had been taken from the plains to the hills for grazing died, as they were not accustomed to the conditions of life in the hills.

67. No operations were undertaken for the supply of compressed grass to tracts where it was required.

68. (a) On large public works dependants were fed at kitchens.

(b) The dependants of persons on village works were fed at kitchens opened in villages, only some who were incapable of travelling to the nearest kitchen being given grain doles. No cash was paid to dependants.

69. Up to the 10th May gratuitous relief was afforded in the shape of grain dole. This was preferred to cash payment as—

(a) From the experience of relieving dependants on works during the scarcity of 1896-97, it appeared that a grain dole was less acceptable to the recipients than cash.

- (b) Under this system a better check was exercised, as the bania supplied the grain and he expected payment every week from the village Patel, who received payment on a bill. A dishonest Patel would have less hesitation in misappropriating cash than in misappropriating food for the poor.

As the village relief had to be expanded, kitchens were opened from the 10th May. This was the simplest, cheapest and most effective form of gratuitous relief, especially in the case of children whose parents or guardians could not support them. This form of relief was again even less acceptable than grain doles, and, generally speaking, only those really in distress accepted it. It ensured the daily examination of the recipients by the village officials and the village committees.

70. Besides the classes mentioned in paragraph 141 of the Report of the Famine Commission of 1880, the following persons were given gratuitous relief :—

- (1) respectable women who were unaccustomed to out-door work and who could not appear in public, provided they had no relations to support them ;
- (2) poor women in an advanced stage of pregnancy who could not be reasonably expected to go to a relief work some distance from their homes, and who had no one to support them ;
- (3) during the monsoon, nursing mothers who had left relief works and who were without employment and had no relations to support them ;
- (4) some village menials (Mahars) whose services were absolutely necessary, and who had not received the usual remuneration from the majority of the ryots owing to failure of crops.

The above persons were admitted to gratuitous relief by the Circle Inspector, who had local knowledge of the people, and who made enquiries of the village officials and the village Committees. The tests applied were—

- (1) the recipients were mustered every day by the village officials who also made close enquiries whether they had any means of earning a livelihood or whether any one supported them ;
- (2) all cases who became ineligible for relief were reported by village officials to the Circle Inspector at his next visit. The circle Inspector also made enquiries on his account ;
- (3) any person who could go to a kitchen was not given a dole ; and
- (4) frequent inspections by the Relief Naib-Tahsildar, Tahsildar, Inspecting Officers and the Deputy Commissioner.

71. Seven poor-houses were opened in the district on the 7th December. Only wanderers who had drifted away from their homes, habitual beggars and persons who were unfit for employment on works were admitted. The bulk of the inmates was from the first two classes. The number in the poor-houses were never excessive. The highest number of inmates at any one poor-house at a time was 315, and in the whole district the number never exceeded 1,220.

72. Vagrants and immigrants were temporarily relieved at a poor-house. They were given a meal or two and sent on to a work. Persons who refused to work on relief works were not sent to a poor-house as a punishment, and cases of persons absolutely refusing to work were not met with.

73. The Committees weeded out the poor-houses every week and sent persons to relief works or back to their homes if they had any. The Inspecting Officers also periodically weeded the poor-houses.

74. In May there were 48 kitchens, and after the rains broke the number was increased to 146. In the hot weather the kitchens were opened only at the larger villages, and they relieved the surrounding villages within a radius of 2 to 3 miles. As the experiment of kitchens proved successful, and the large works were converted into small works without camps, more kitchens were opened and the distribution of doles was restricted only to those who could not walk daily to the nearest kitchen, or those whose caste prevented their accepting cooked food. Each kitchen was expected to serve a radius of $2\frac{1}{2}$ miles. In some cases they had to be nearer to one another owing to the existence of rivers and nalas which could not be crossed by children during the rains.

75. A kind of porridge of coarsely ground juari was given. The scale of rations was as follows :—

Adults . . .	7	chattaks	of	coarsely	ground	juari.
Children between 10 and 14 years .	$4\frac{1}{2}$	"	"	"	"	"
Children between 7 and 10 years .	$3\frac{1}{2}$	"	"	"	"	"
Children below 7 years . . .	$2\frac{1}{2}$	"	"	"	"	"

To every seer of juari 2 chattaks of dal, $\frac{1}{2}$ chattak oil, 1 chattak salt and $\frac{2}{3}$ chattak dry chillies were added, and the whole boiled to such a consistency that one chattak of the dry ration equalled 5 chattaks of cooked food. Only one meal was given about midday. People were generally made to eat what they could on the premises and take away the balance for the evening.

76. The Deputy Commissioner himself gave orders as to where the kitchens were to be opened, and he took care to see that they were not opened anywhere near large relief works. In a few cases these kitchens were opened close to relief works,

but the Civil Officers and village officials in charge of civil kitchens had orders to compare daily their respective muster-rolls and to see that no person was given double relief. Besides, the meals were distributed at these two kitchens at one hour. A kitchen at a work only relieved the dependants of workers, while a village kitchen relieved those entitled to relief at their own homes.

77. Admission to kitchens was not free. Only persons who were drafted by Civil Officers from large works and furnished with tickets, and those who obtained tickets from Circle Inspectors after enquiry, were admitted. The committee in charge of the kitchen was also authorized to relieve temporarily any wanderers or persons who appeared to be starving, and these persons were produced before the Circle Inspector at his next visit for admission.

74 (a). The poor-house ration was as follows:—

Adults.

Juari flour	.	.	.	.	7 chattaks.
Dal	.	.	.	.	1 chattak.
Salt	.	.	.	.	$\frac{1}{4}$ ounce.
Oil	.	.	.	.	$\frac{1}{4}$ „
Chillies	.	.	.	.	$\frac{1}{2}$ „

Children between 10 and 14 years of age.

Flour	.	.	.	.	$4\frac{1}{2}$ chattaks.
Dal	.	.	.	.	$\frac{1}{2}$ chattak.
Salt	.	.	.	.	$\frac{1}{16}$ ounce.
Oil	.	.	.	.	$\frac{1}{16}$ „
Chillies	.	.	.	.	$\frac{3}{8}$ „

Children between 7 to 10 years of age.

Flour	.	.	.	.	$3\frac{1}{2}$ chattaks.
Dal	.	.	.	.	$\frac{1}{2}$ chattak.
Salt	.	.	.	.	$\frac{1}{16}$ ounce.
Oil	.	.	.	.	$\frac{1}{16}$ „
Chillies	.	.	.	.	$\frac{1}{4}$ „

Children below 7 years of age.

Flour	.	.	.	.	$2\frac{1}{2}$ chattaks.
Dal	.	.	.	.	$\frac{1}{4}$ chattak.
Salt	.	.	.	.	$\frac{1}{16}$ ounce.
Oil	.	.	.	.	$\frac{1}{16}$ „
Chillies	.	.	.	.	$\frac{1}{2}$ „

officials, once a week by the Circle Inspector, and at longer intervals by the other officers mentioned above.

76 (a). Payment was made in grain once a week at the village *chowdi* by the village officials in the presence of the village committee. In the case of only a few villages where grain could not be obtained, the recipients had to go to some neighbouring village fixed by the Relief Naib-Tahsildar.

77 (a). Village gratuitous relief was given only to persons mentioned in Sections 55, 58 and 139 of the Revised Famine Code for Berar. Very few pregnant women, *pardanashin* women and village menials were in receipt of village gratuitous relief.

78. Kunbis or Malis, who are generally the highest castes available in villages, were employed as cooks. Sonars (goldsmiths), Lohars (blacksmiths), Sutars (carpenters), Simpis (tailors), Telis (oil-sellers), Pardesi Rajputs, Gowlis and, strangely enough, Bhois, who were of lower caste than Kunbis, refused to accept cooked food under any circumstances, and they had to be given either kitchen dry rations or grain doles. Kunbis, Malis, Rungaris were reluctant to accept cooked food and did not accept it till they were pressed by hard necessity. They had no objection, however, to send their children to the kitchens. There was no particular stage of the famine when the reluctance shown by the above classes was greater or less than at other periods.

79. The village Patel and a committee consisting of three to five respectable villagers were in charge of kitchens. A clerk (generally a school-master) was employed to keep the accounts and muster-roll. The kitchens were supervised by Circle Inspectors, Relief Naib-Tahsildar, Inspecting Officer and the Deputy Commissioner. These officers at each visit generally saw the people mustered and fed, ascertained whether the recipients were eligible for relief, and checked the accounts. The Circle Inspector did this every week, and the other officers at longer intervals.

80. Cheap grain shops were opened in 31 towns and villages. They were intended for the poorer classes who were given tickets after enquiry by committees which managed them. Each person's daily requirements were noted in the ticket. The shops were supported by private charity, excepting those at Akola and Khamgaon, where all the tradesmen agreed amongst themselves to raise a fund by charging to the purchasers a few pies on various articles. The cheap grain shops cost Rs 52,600, which was the net loss. The relief thus afforded was considerable and the shops were a success.

81. Cheap grain shops did not discourage the importation of grain, nor did they affect general prices.

82 (a). The amount of land revenue suspended was Rs 4,60,847, or 19.3 per cent. of the

total demand, but up to the end of November 1900, Rs. 7,80,056, or 32·7 per cent. the total demand, had remained uncollected.

(b) Enquiries are in progress with regard to the remissions to be granted.

83. The principle on which suspensions were based was that no occupant should be driven to borrow money to pay his land revenue. The same principle has been applied to the question of remissions, regarding which enquiries are in progress. The harvest of the current year and the ability of the occupant to pay the suspended land revenue by February 1902 being considered, the village officials prepared lists of persons who were unable to pay their land revenue. The Tahsildar then made a local enquiry in each case, consulting respectable villagers and seeing for himself what property the defaulters had. He then submitted his recommendation to the Deputy Commissioner, who provisionally suspended the land revenue.

84. Enquiries regarding suspensions were started as the collection of revenue began and suspensions were determined afterwards. The enquiry regarding remissions was deferred till the state of the crops of 1900-1901 was definitely ascertained.

85. There are no Zamindari tracts in this district.

86. The relief afforded by suspensions appear to have been sufficient, judging by the fact that after a very severe famine the cultivators have brought the normal area under cultivation again. Statistics regarding registered documents warrant the inference that the cultivators were not driven to borrow money to the extent that might have been expected considering that they had lost a whole year's crop and had to pay high prices for their food. Very few cases of abuse were noticed. Some of the better classes of occupants, taking advantage of the concession that was intended only for the poorer cultivators, failed to pay their land revenue till coercive measures were taken against them. Very few cases have come to notice in which relief did not reach the right persons, but such mistakes must be expected where a large number of ryots has to be dealt with in each village. On the other hand, in many cases in which the village officials had declared the occupants as able to pay their land revenue, coercive processes were not rigorously enforced, as it was discovered that the village officials' reports were incorrect.

87. The number of persons in receipt of relief exceeded 15 per cent. in the following months:—

	Per cent.
April 1900	15·2
May „	17·3
June „	19·3
July „	17·3

As the famine in the hot weather deepened, gratuitous relief had to be expanded. There was a

contraction of private charity as the better classes got accustomed to surroundings indicating distress. The comparatively better classes of cultivators who held out till their resources were exhausted had to go eventually to relief-works, and their dependants were thrown on gratuitous relief. The crops in the district had totally failed, and altogether it was the severest famine ever known.

88. I do not think the relief in this district was either excessive or defective. The changing conditions gave ample warning and the district was prepared to meet them. Wages on works were stiffened or relaxed and gratuitous relief contracted or expanded according to circumstances.

89. The bulk of the people in receipt of relief belonged to the lower classes and labouring classes. In Berar all the landowners are occupancy tenants, excepting a few Jagirdars and Izardars. I regret statistics are not available to show what proportion of occupancy tenants or sub-tenants was in receipt of relief. But from my own observations, I think about one-fourth of the total number belonged to these classes.

90. Berar has not suffered from a famine for several generations. The scarcity of 1896-97 was caused by high prices and not by failure of crops. No organised relief operations were then conducted. The famine which has just closed is the severest within the recollection of the oldest people in the district. It is impossible under the circumstances to make any comparison with regard to the readiness of people to accept State relief.

91. There were many complaints from ryots in the beginning of the famine that their creditors had stopped all credit. Many ryots who before the famine used to obtain loans on simple bonds or stamped acknowledgments were found to mortgage their lands heavily, and some ryots again had to sell outright a portion of their holdings to their creditors. It had been predicted amongst Marwaris that the year 1956 Sambat was to bring a serious calamity, and this fact, coupled with the actual famine which followed, alarmed money-lenders, who made the conditions of credit very stringent. I think some cultivators had not exhausted their resources before they accepted State relief, but this enabled them to leave the works in time to bring their lands under cultivation. If they had been utterly without resources when they left the works, I have no doubt that a large area would have remained uncultivated for want of funds, while many ryots would have lost their holdings. As regards the labouring classes, who formed the largest proportion of the recipients of relief, I am satisfied that whatever resources they had were exhausted at the first stage of the famine, when they had to support their own dependants.

92. Excepting isolated cases which any kind of test would probably escape, I think the test of the Code are sufficient to prevent persons not in need of relief from seeking it. If at any work a larger proportion of idlers who were not in need of

relief was found, the fault, in my opinion, did not lie with the tests, but with their application.

93. In the case of village works I think a system of selection of applicants for work is feasible and should be adopted. On large works such a system appears to be impracticable and very risky.

94. Births and deaths are registered every day in villages by the patwari, after enquiry by the village officials and by village menials, and they are reported to the Police station once a week. In Municipal towns occurrences are registered by the officials of the committees and reported weekly to the Police station. In other towns and in villages near police stations occurrences are daily reported by the village officials to the station-house officer.

95. The mortality in this district was very high during the months of June, July, August, September and October, and was due in a great measure to the poorer classes eating large quantities of green food, such as *tarota*, mixed with grain. The consumption of rank vegetation of this kind, injurious in ordinary years, had a disastrous effect on people, who were below par and had gone through many privations. The poorer classes also used a large proportion of pulses, such as urad, mung, etc., to which they were unaccustomed and which induced bowel-complaints, to which they were already predisposed during the monsoon. Rice of a very coarse quality imported from Burma was also largely used by the poorer classes, instead of *juari*, to save the expense or trouble of converting *juari* into flour. This kind of rice, according to Church in his book on "Food-grains in India," irritates the bowels and contains, bulk for bulk, considerably less nutrition than *juari*. It must be remembered that rice is very rarely eaten by the poorer classes in Berar.

The recipients of relief of all kinds in my opinion got sufficient food to keep them in health. I have already pointed out that the food was often unsuitable and of a description to which the people were not accustomed. In villages the poorer classes, who preferred living on their stores or on small wages given by private employers to seeking State relief, no doubt got insufficient food. On this class the effect of normal diseases was often fatal. As impure or insufficient water-supply and exposure of an enfeebled population to damp in the rains on the one hand and unsuitable or insufficient food have such a close connection with bowel-complaints that I find it impossible to determine to what degree insufficient or unsuitable food was responsible for the high mortality. There is, however, good reason to believe that the quantity and quality of food did have an appreciable effect on mortality during the famine period.

96. With the failure of rains in 1899 and a rainfall below normal for several preceding years, the water-supply was scanty. The wells in many villages had dried up, and at these places as well as at most relief-works, the people had to depend on temporary shallow wells made in the beds of rivers or nallahs. The depth of water in wells in most

parts of the district was very low. The supply from these sources got easily polluted and cholera broke out as early as December 1899. Under the local rules, when cholera breaks out in a village, a report has to be sent daily to the Deputy Commissioner and the Civil Surgeon at head-quarters till the epidemic ceases. As many of the village menials were on relief-works, and as the village officials had a great deal of extra work thrown on them, and had troubles of their own, the tendency was to suppress cholera cases and attribute deaths from cholera to bowel-complaints or "other causes." Such cases were often brought to light. A large proportion of deaths from bowel-complaints and "other causes" must, I think, be traced to impure water-supply. A year with a short rainfall in Berar is generally a healthy one, but the conditions of 1899-1900 were different.

The improvement of water-supply was taken in hand by the District Board at the close of the monsoon of 1899. Existing wells were deepened and temporary wells were made at a cost of R17,284. The water-supply at relief-works was disinfected bi-weekly, and all Circle Inspectors were supplied with permanganate of potash with direction to disinfect wells in villages where there was cholera. In the larger towns the wells were regularly disinfected by Medical Officers.

97. (a) The sanitary arrangements on works have been described against Question 22.

(b) The sites for poor-houses were selected in consultation with the Civil Surgeon and necessary arrangements were made regarding drainage. The huts were made water-tight. The premises were swept by selected inmates and were also weeded during the rains. Latrines were attached to the poor-houses for inmates who could not walk any distance, and the other intimates had to resort to an open field trenched and set apart.

A staff of sweepers was kept for cleaning the latrines and removing filth. The warders and the Superintendent prevented pollution of the premises, and the sanitary arrangements were supervised by one or more members of the committee who visited the poor-house twice a day. There was a compounder in charge of the medical and sanitary arrangements, and the Hospital Assistant in charge of the Town Dispensary visited the poor-house every day and brought defects to the notice of the authorities. A burial-ground was selected for each poor-house. There was a separate shed for lepers at each poor-house, and hospital and cholera sheds were also provided. The food was examined by members of the committee and the medical officer. A well was taken possession of for the sole use of the inmates, and it was fenced and guarded and disinfected once in ten days, special men being selected for drawing water and distributing it from a shed on the premises. Each inmate was supplied with a blanket and a mat to sleep on. Washing was insisted on twice a week, and oftener during the hot weather.

(c) Persons fed at the village kitchens were not allowed to live in the premises, and no special sanitary arrangements were therefore required. The committee in charge of the kitchens got the premises swept by village menials, and they saw that the cooking pots were cleaned and that the quality of the grain supplied was good. During the rains shelter was provided by villagers for the inmates to feed in.

98. The grain shops on the works were inspected daily by the Civil Officer and the Medical Officer, and by the Civil Surgeon and other inspecting officers periodically. Inferior or unwholesome grain was very seldom noticed at these shops.

99. The people supplemented their food among other wild products with—

- (1) Tarota leaves and seed and other jungle vegetation.
- (2) Tamarind leaves.
- (3) Grass seed.
- (4) Gular or wild figs.
- (5) The tender portion of the trunk of sendi trees.

The products marked (1), (2) and (3), consumed in large proportions, injuriously affected the health of the people, already below par, and no doubt indirectly accounted for many deaths.

100. There was a sprinkling of people from the Hyderabad territory on all works, and especially in poor-houses. Statistics as to their number are not available, but their proportion on the total number relieved was insignificant. They generally came in an emaciated condition.

101. I regret statistics are not available, but the deaths amongst the small number of immigrants from the Hyderabad territory did not appreciably affect the death-rate of the district.

102. The orphans were disposed of at the end of the famine by either making them over to their relations who where traced after enquiry or were made over to respectable people of their own or higher castes who were willing to adopt them. The instructions laid down in the North-Western Provinces Famine Code were followed. No orphans were made over to Missionaries.

103. The classification of the object of the Charitable Relief Fund, specified in paragraph 527 of the Report of the Famine Commission of 1898, are sufficiently wide and elastic to cover all suitable cases which should be relieved by charity. I cannot suggest any improvements in the management of the Fund.

104. Complaints were heard from merchants that the East Indian Railway was not able to cope with the grain traffic, and that consignments were often delayed at stations on that line. I understand that the rolling-stock on that railway was insufficient. There were no complaints of delay on the Great Indian Peninsula Railway.

104. (a) By the courtesy of the Traffic Manager I got a weekly return showing imports and exports of grain by rail from every railway station in the district. No statistics were collected regarding the traffic by road, but the Tahsildars kept me informed every week of the sufficiency, or otherwise, of food-supplies in their Taluqs. A considerable proportion of the grain imported by railway went on by road to the Basim and Buldana districts and the Hyderabad districts adjoining them, and it is not possible therefore to say what proportion of the assumed consumption of the people was imported.

105. No such complaints were heard, except about six weeks after the monsoon burst, when occupants of fields found difficulty in getting labour for weeding their crops, and the wages on relief-works were promptly further reduced. The labourers were at first loath to leave relief-works, as the wages offered by cultivators were not sufficient to support them, and there were frequent interruptions in weeding owing to rains, when the people got nothing.

106. The figures for the last 10 years show that there has been no continued change in the character of the crops sown except for a marked shrinkage in the cultivation of rabi since 1896-97, due to short rainfall. There are variations in the cultivation of jvari and cotton, and in that of kharif and rabi crops as a whole, but these have followed the character of the monsoon every year.

There is very little double-cropping in this district, and the figures do not show any tendency for the substitution of food crops for more valuable crops or *vice versa*.

107. Wages in grain are paid generally only at harvest time, and occasionally at other times in smaller villages. Except at harvest there has been a tendency during the last 10 or 15 years to substitute a cash for a grain wage. From enquiries made it appears that the wages of labourers have during the last 10 or 15 years appreciably risen in villages in sympathy with the rise in prices. There has been a marked rise in the wages in towns.

108. Section 18. At test-works the maximum wages were based on the recommendations of the Famine Commission of 1898, but there was no minimum wage, and the workers were paid strictly by results. This system worked as well as the piece-work system prescribed in Section 18.

Section 48. There were no Relief Tahsildars, but each Taluq had a Relief Naib-Tahsildar who worked under the orders of the Deputy Commissioner and the Taluq Inspecting Officer.

Section 55. Nursing mothers with sick infants were gratuitously relieved during the monsoon after they were drafted back to their villages from works. This measure was found necessary to save the infants. The village kitchens were a departure from the Code. They afforded gratuitous relief to the classes falling under Section 55 of the Famine Code, and the relief given in this shape was effective

and expeditious and economical as pointed out in a previous paragraph.

Section 61 of the Code lays down that "generally relief-works will commence on piece-work, and when distress deepens, the piece-work will be supplemented by task-work on daily wages, with relief for dependants, if necessary." When this Code was framed a famine of the character that was actually experienced was not thought of. The famine of 1899-1900 being of a very serious character, the task-work system was introduced at the outset.

Sections 69, 70, 71 and 72. The classification of workers and non-working children was altered generally in accordance with the recommendation of the Report of the Commission of 1898. The advantages of this classification have been already described.

Section 74 (a) and (b). The sub-gangs were formed differently from what has been laid down in this section.

Section 75. It has been shown elsewhere how proportional payments were made.

Section 79 (a). Payment was made daily, which minimised the chances of fraud and stimulated the people to work up to their fixed tasks, of which they received the benefit immediately. The system of daily payments simplified accounts.

Section 81 (a) and (b). This rule was not followed, and no inconvenience was experienced. If an applicant for work was found to be in want on arrival, he was given a meal at the kitchen.

Section 82. The adult workers were paid the minimum wage on Sundays contrary to the direction in the Code. This was absolutely necessary, as the daily wage was just sufficient to support the workers for the day, whereas the wage scale in the Code is more liberal.

Sections 100, 101 and 102. *Wages and Rations.*—The changes in the wage scale has been already described at length with reasons which necessitated them. The non-working children were fed at kitchens and the rations which have been already specified proved to be ample, and the children were in excellent condition.

As regards village dole, adults got 12 chattaks according to the recommendations of the Famine Commission of 1898, instead of 23 ounces or 11.5 chattaks prescribed in the Code.

I think an adult should get a dole equivalent to 10 chattaks only. The recipient has no work to do and is generally old or infirm, and he does not want much nourishment. The able-bodied recipients, such as pregnant women and nursing mothers, may get a 12-chattak dole.

As regards poor-house ration, the prescribed scale was followed in the case of adults, excepting that the quantity of oil was reduced from $\frac{1}{2}$ ounce to $\frac{1}{4}$ ounce, which was found to be ample.

Vegetables were only given as a change in place of dal.

The scale of rations for children had to be altered on the lines specified in the answer to Question 75.

The hospital ration was prescribed by the Sanitary Commissioner, and was more liberal than that laid down in the Code.

Section 139 (e). The recipients of semi-gratuitous relief were not given any work, as no suitable work without additional expenditure could be found for them, and such additional expenditure would have been unremunerative.

Section 179. Grain or other supplies were not stored at the poor-house. Supplies were purchased daily from a bania on indents at the rates fixed by the Tahsildar for the week. This arrangement was found to be convenient and there was no waste, while there was very little room for fraud.

109. No Staff Corps officers were employed on supervision. Only one native non-commissioned officer was appointed as a Civil Officer on a relief-work. Non-commissioned officers with a knowledge of English, which was a necessary qualification for posts on relief-works, could not be obtained from the Hyderabad Contingent. I am unable to suggest any other source from which supervising agency can be drawn. Non-official agency was made use of in supervising poor-houses, village kitchens, distribution of doles, managing cheap grain shops, organising private charity and distribution of the Charitable Relief Fund. This agency was found to be generally successful. I am afraid there was no scope for its extension.

111. (a) The system of work was not materially changed. The sub-gang system was introduced in January 1900, but it did not affect the number on the works or the death-rate. The number increased gradually as distress became acute.

(b) Early in January the task on earth-work was increased, an adult digger being required to excavate 100 cubic feet instead of 84 cubic feet. The number of workers in the first week in January was 59,792, at the end of January it rose to 69,868, at the end of February 70,850, at the end of March 68,096, at the end of April 72,388, at the end of May 75,494, at the end of June 78,208, the highest number (excluding dependants) reached on works.

During this period about 17 works consisted of earth-work, employing the larger proportion of the numbers on all works. The figures show clearly that the stiffening of the tasks did not tend to reduce the numbers, a proof both of the reasonableness of the tasks and of the people on relief-works being really in need.

On the 2nd April, the task of the sub-gang on railway ballast work was increased from 25 to 32

cubic feet. The numbers on the three works at which ballast was broken were—

	Number.
1st April	12,397
1st May	14,544
1st June	15,048
1st July	18,511

Here again the stiffening of the task did not affect the numbers on works. The mortality during the period under consideration stood as follows :—

	Rate per mille.
December	5·5
January	5·6
February	4·4
March	4·9
April	4·8
May	6·
June	6·1

I have taken the total mortality of the district, as the mortality on works would be misleading. The mortality on works was always considerably below the average (rate per thousand ·18) as a large proportion of the workers did not live in the camps and the resident workers generally left for their homes when they got ill. It would appear from the above figures that there was no connection between the stiffening of the tasks and the mortality. The month of May was very trying on account of the excessive heat and the prevalence of cholera, and the monsoon burst in June, when damp and exposure and increasing cholera accounted for many deaths.

(c) The scale of wages was reduced for workers of Classes I and II in the middle of January 1900, and the minimum wage was reduced from 12 to 9½ chataks on the 7th January, and this minimum wage was in force till the 10th May. The above figures regarding the increasing numbers on works and mortality in the district do not indicate that the reduced scale of wages affected the health of the people.

As the agricultural operations commenced after the burst of the monsoon, the wage scale underwent a further reduction on the 4th July, and a still further reduction on the 4th August. The numbers on works, and the ratio of deaths from July onwards, were—

	Number on works.	Ratio of deaths.
31st July	65,465	9·1
31st August	8,686	11·3
30th September	23,294	9·8
31st October	6,277	7·4
7th November	6,023	4·4

The numbers suddenly dropped in August, as there was plenty of field labour available and the cultivators paid better wages. The people refused to come on village works in that month. In Sep-

tember the weeding operations having been nearly finished, and owing to heavy rains which made field work difficult in many parts, the numbers on works rose again by nearly 66 per cent. Thus the numbers rose or fell during the monsoon in accordance with the demand for field labour. Higher wages paid on works would certainly have drawn away people from field work, but they were never without employment by having relief-works. The mortality during the rains was certainly appalling, but it will be observed that the numbers on works were small when the mortality was at its highest and the reduced wages paid to small numbers could not have affected the mortality of the district. It may be urged that the reduced wages kept off people who really wanted employment and who died of privation. This, however, was not the case. A careful watch was kept on the condition of the people, and the works were kept open for those who were in need.

The fields were overgrown with weed as many of them had been sown without fresh harrowing, and there was plenty of work for those who wanted it. The excessive death-rate during the months of July, August, September and October must therefore be attributed to climatic causes operating on an enfeebled population. The people who suffered most were not those who were in receipt of State relief or to whom State relief was available, but the respectable poor who lived on short rations.

(d) There was no change in the mode of calculating fines, nor was fining more extensive at any particular period.

(e) A certain proportion of the people on works, especially those near large towns, were drafted to works at some distance from their homes during the cold weather, and I believe that this system got rid of workers who were not in need, and prevented people belonging to towns who were not in need from coming to the works. But as the hot weather advanced and the people got attached to a particular work, they became obstinate and commenced to wander when they were drafted, and the drafting operations were at once closed. It was observed that the really needy workers who had come long distances from their homes and were residing in the camp were very loath, after they had been some time on a work, to leave it when drafted. The numbers on the works rose only gradually during the months of January, February and March, and I attribute this to the interdrafting system enforced at some works. I may note that men or women with a large number of children, pregnant women or nursing mothers, were not drafted from one work to another as a test. The drafting of a large body of workers did not disorganise the work for some time.

112. The massing of people on large works does tend to disorganise family life, to weaken social restraints, and to relax moralities. Instances of this were observed at all camps. But this state of things appears to be unavoidable. These

evils may to some extent be mitigated by the following means :—

- (1) The formation of gangs or sub-gangs by families or persons from the same village as far as possible.
- (2) By putting the workers belonging to the same village close to one another.
- (3) By appointing old women of the highest caste available as mukaddams to look after female gangs where there are any, and to look after young women who have no one to protect them and who live in the camp.
- (4) Careful selection of the mukaddam in charge of gangs, regard being had to their age, caste and outward conduct.
- (5) The exclusion, as far as possible, of young women from work, which gives them opportunities for going astray, such as employment as cooks at kitchens, etc.

RUSTOMJI FARIDONJI,

*Deputy Commissioner,
Akola District.*

AKOLA :

The 13th January 1901.

MR. J. A. CRAWFORD, I.C.S., COMMISSIONER OF THE HYDERABAD
ASSIGNED DISTRICTS.

The President.—When did you join your present appointment?

A.—On 1st April 1898.

Q.—You had no experience of Berar in 1897?

A.—No.

Q.—From what you have heard, did Berar suffer much in the 1897 famine? Was there famine throughout?

A.—What has always been spoken of is distress and scarcity from high prices. But nothing more except in the Melghát *taluq* of the Ellichpur district; and the Akola district suffered considerably. I am merely giving what has been put on record.

Q.—What was the character of the crops in 1898 since you joined, up to July 1899, the *rabi* and *kharif* of 1898 and the *rabi* of 1899?

A.—The *kharif* was good, but the *rabi* was not.

Q.—Which *rabi*, the crop that was harvested in March and April of 1898? What was that like? You cannot say?

A.—I am afraid I cannot say much about that.

Q.—What was the *kharif* of 1898 like?

A.—It was good.

Q.—What was the *rabi* of 1899—the crop harvested in March 1899—like?

A.—That was poor. We had very little autumn rain.

Q.—Was it an 8 or a 10-anna crop?

A.—I should say certainly not more than eight.

Q.—The *kharif* of 1899 was the crop that failed and which brought on the famine. What was, roughly speaking, the value of the average crop? What proportion of 16 annas?

A.—About three or four where there was any crop at all.

Q.—On the whole, then, you would say that your division entered on the famine period with average resources or with reduced resources?

A.—With the exception of Melghát with average resources. They had had two good *juar* and cotton crops.

Q.—I understand you were on leave at the beginning of this famine?

A.—No, I was not on leave. I was in the Mysore Residency.

Q.—When did you return?

A.—On the 8th of December.

Q.—What position did you find the administration in? Did you find relief in full operation?

A.—Yes.

Q.—The greatest difficulty at the time was experienced in Buldana and Akola?

A.—Yes, especially Buldana.

Q.—Did you find in December gratuitous relief and relief works both in operation?

A.—Relief works; but there was not much gratuitous relief.

Q.—It was stated to us by the Deputy Commissioner of Akola that up to May he managed to dispense to a great extent with Government gratuitous relief in the villages owing to his organization of private charity. I notice from figures that in Buldana district up till April and the beginning of May there were comparatively few on gratuitous village relief. There were 2,000 in December, 2,000 odd in January, 2,800 in February, 6,000 in March, and 8,000 in April. Was the same effort made in Buldana to organize village gratuitous relief?

A.—So far as I know it was not, but it is a much poorer district.

Q.—Besides Akola district was this village gratuitous relief organized in other districts?

A.—Yes, in Ellichpur; it was organized there successfully; and a great deal also in Amraoti. These are the three richest districts. Mr. Hare, the Deputy Commissioner of Ellichpur, pushed it continually in January. I have got his famine report, and he states distinctly in that that large numbers, who would ordinarily have been relieved by Government, were relieved by village grain funds which were organized by himself and the *tahsildars* and managed by committees.

Q.—Did he proceed on the plan of getting subscriptions—getting the local men of influence to subscribe?

A.—Yes.

Q.—And by that means the Deputy Commissioner succeeded in keeping down the numbers of persons who would otherwise have come upon Government relief in Ellichpur?

A.—Undoubtedly.

Q.—Do you think that his success continued throughout the period of famine?

A.—No; private charity got exhausted. He reported to me in April, or possibly May, that it was quite exhausted. I think it just about lasted till the latter half of the hot weather.

Q.—That was the case in Ellichpur. In Amraoti who was the District Officer?

A.—Captain Horseborough.

Q.—The Government charitable distribution took the form in the commencement—understand, of doles. Cash or grain?

A.—Grain; there were no cash doles in Berar.

Q.—And latterly kitchens were opened?

A.—Kitchens were opened in May.

Q.—You did not find any difficulty in the distribution of grain doles?

A.—None whatever. I made full inquiries about that, because, both before the kitchens were opened and after, I had seen it stated elsewhere that it was impossible to run kitchens and grain doles; and as far as I know, there was no impossibility whatever in Berar. Every Deputy Commissioner said the same thing.

Q.—That there was not the slightest difficulty in running grain doles?

A.—In running the two together.

Q.—That is what I am coming to. Did you find that there was any unnecessary profusion in issuing grain doles, that the people took advantage and brought people upon the lists who ought not to be on the lists?

A.—The Government of India just about Christmas, 1899, issued a Resolution enjoining great stringency in gratuitous relief; and that came to us and was very forcibly impressed upon us, and one result of that was undoubtedly to curtail the lists of gratuitous relief; and after that I should certainly say there was no profusion.

Q.—But looking up the mortality statistics, do you consider that any persons were knocked off that grain dole distribution list who ought to have been left on?

A.—I know of no individual cases—but I had to report on the point in April, and the Deputy Commissioner of Akola stated that in consequence of these orders no doubt the lists had been contracted, and the Deputy Commissioner of Buldana said the same, and the Deputy Commissioner of Basim the same. If it had been left to their judgment entirely, they might have expanded them, and I told them to expand them in the hot weather.

Q.—But did any officer interpret the orders of the Government of India into removing from the lists persons whom under the Code it was intended to relieve?

A.—Oh, no; I should not say that.

Q.—Well, therefore the removal must have been an error of judgment on the part of that officer. But if any persons had been removed, and any one in his village had deserved relief, would not he have got it from this private charity of which you have spoken?

A.—Undoubtedly, where it was working.

Q.—And it was working up to May in every district in your charge?

A.—Considerably less in Buldana and Basim.

Q.—Less in Buldana on account of less efficient administration?

A.—I should say less careful administration and also distinctly because it was a poorer district.

Q.—In May, kitchens were established side by side with these grain doles. Then what class were kept on the grain doles and what class came on the kitchens?

A.—As far as possible, people were transferred from the grain dole list to the kitchen list, and only those were kept on the grain dole list, who were too infirm to walk to the kitchens or who had genuine scruples about taking cooked food in public.

Q.—What led you to establish kitchens? What particular advantage was it?

A.—We had the peremptory order of the Resident.

Q.—But that was based upon some local reasons?

A.—I believe it had reference to the mortality; that was the reason that was given.

Q.—The figures for the entire provinces began with November; 3·3 in November; 3·8 in December; 6·4 in January; 4·6 in February; 5·1 in March; 5·5 in April; 7 in May; 7·9 in June; 11·6 in July; 11·9 in August; 9·7 in September; 7·3 in October, and 4·4 in November again. There was an excessive rise from April to July. Was April the month in which you were ordered to establish them?

A.—Yes.

Q.—But had the contraction of the private charity which was organized anything to do with it? I understand it dried up in May?

A.—In April I heard that the resources of the private grain funds were coming to a close. They went on a bit in May. The contraction of this charity had nothing to do with the order to open kitchens.

Q.—Do you attribute to the cessation of your private charity the enormous increase in the number of persons gratuitously relieved in the month of May? Your numbers of gratuitously relieved in April were 34,000 and in May 84,000, an increase of half a lakh?

A.—I should attribute it partly to that and partly to the opening of kitchens.

Q.—Were kitchens free to all comers?

A.—No.

Q.—What were your restrictions on the admission to kitchens?

A.—The order as interpreted was that the same section of the Berar Famine Code should apply to kitchens as to gratuitous relief, section 57, and people were selected in the same way.

Q.—Section 57 of the Berar Famine Code, regarding admission to gratuitous relief, says, if I remember, that cripples and diseased persons and old and disabled persons and infants and women unable to earn a livelihood, must be admitted to gratuitous relief. When kitchens were opened, were different categories admitted to gratuitous relief, or was it merely that persons came under these categories in larger numbers?

A.—People came on in larger numbers.

Q.—Just so. And you had then two systems of gratuitous relief going on. You had your lists of doles. These lists were not increased?

A.—They were decreased, if anything, by transfers to the kitchens.

Q.—But persons of these classes were admitted in larger numbers to the kitchens. And to that as well as, I suppose, to the cessation of private charity, you attribute this enormous increase in the gratuitous relief lists?

A.—Yes.

Q.—Do you think, were all these 50,000 people who came on gratuitous relief between April 28th and May 26th deserving, or was there a little relaxation in the tests applied?

A.—There was no authorized relaxation. I have no personal knowledge that there was any relaxation.

Q.—Do you think all these 85,000 people were really in need of relief, or that a percentage could have gone without it?

A.—A very large percentage of the numbers in kitchens was children.

Q.—How many children had you in May?

A.—I can give them for July.

Q.—Your numbers had gone up enormously by that time?

A.—The total number in kitchens in July was 107,278.

Q.—Of those how many were children?

A.—59,760.

Q.—What orders were issued on the advent of the rains? Did you contract your works? We heard it from the Deputy Commissioner of Akola that the people disappeared from the works when the rain commenced to fall in sufficient quantity, and that they became absorbed in the ordinary agricultural labouring operations. I find that your workers fell to 26,000. Was that entirely due to the opening of agricultural employment?

A.—Chiefly, certainly.

Q.—Did you stiffen your tasks?

A.—No; but we reduced the wage, for it had been ascertained that a genuine demand for agricultural labour existed.

Q.—Did you ever have any reason to think that the maintenance of your works was keeping the people from the fields?

A.—In August I certainly heard that complaint frequently in every district.

Q.—Did you hear any complaint that the maintenance of kitchens also kept people from the fields?

A.—No.

Q.—From your experience of kitchens, were there many able-bodied labourers there, or any women who ordinarily weed?

A.—I do not think so: the number of children was so very large. Altogether in Berar it was 70 per cent.

Q.—I think in July they were only half?

A.—Over half. I called for a special report on this point, and the figures showed that all round in Berar, taking the whole lot of kitchens, fully 70 per cent. were children; they were mainly children's kitchens.

Q.—If your choice had been free, would you have gone on with the grain doles and not have introduced kitchens at all?

A.—No. I should not have done that. I should like to have selected places for kitchens.

Q.—With how many do you think you could have done, if you had your own way? With what percentage of the number actually established?

A.—I should say they could have been reduced by quite a third: in some districts by more than in others.

Q.—How did you close your gratuitous relief when October came and the *kharif* crops were ripening? Is it true of the Province as a whole what we have been told regarding Akola, that a larger area than usual of *kharif* crops had been sown in 1900?

A.—Yes. I heard that from every district.

Q.—When the crops had pretty well matured did you proceed to strike off from kitchens?

A.—Yes.

Q.—Did you proceed by a process of personal elimination, or did you shut a kitchen altogether?

A.—I believe both methods were tried. As a rule notice was given that a kitchen would close so many days hence, and then the kitchen was closed. And as regards the doles, valedictory doles were given to carry a man on for a fortnight or so.

Q.—Were all your kitchens closed at the end of October or the middle of November?

A.—There were still a few in Akola, Buldana, and Basim. Very few in Buldana.

Q.—With regard to works, you had some test works in your division. That was before your time?

A.—Yes.

Q.—But from the beginning to the end you worked on the Code Task system, that is, a minimum wage system?

A.—Yes.

Q.—You never had the intermediate system introduced at all?

A.—No.

Q.—And the result of your experience has been, I believe, that, as a rule, workers only earn a minimum wage?

A.—The large majority.

Q.—I may infer then that the amount of work that they did was, comparatively speaking, small?

A.—I am afraid so.

Q.—So ready were they to earn only the minimum wage, that you had to reduce it from twelve *chhataks* a day to nine and a half *chhataks*?

A.—Yes, that was in January.

Q.—Did you find any tendency towards being satisfied with that reduced minimum wage and doing no more work?

A.—There certainly were very large numbers who did no more; in the Buldana district especially.

Q.—When was the minimum wage reduced?

A.—In January.

Q.—Do you connect in any way the establishment of such a low scale as nine and a half *chhataks* with the rise in the mortality statistics?

A.—Personally I do not.

Q.—Has it been connected with it by the Sanitary Officers?

A.—I do not think it has been by the Sanitary Commissioner. The wage was raised again in April. It was only a cold weather experiment.

Q.—What do you mean?

A.—It was only kept on up to the beginning of the hot weather.

Q.—You began in January and altered it in April. During that time your mortality statistics steadily rose, from 3·8 to 4·8 and 5·5. Was there during that period any contributory cause?

A.—There was cholera in the Buldana district.

Q.—There was a certain amount of unreadiness on the works to meet the great rush of labour. In what month did that exhibit itself most?

A.—I saw it first in January. It was very marked indeed then.

Q.—And you had to stop the admissions of labour to the relief works until you got things organized?

A.—No. We had permission to try exclusion. That is to say, the Deputy Commissioner and *taluk* officer and Assistant Engineers and Executive Engineers in Buldana and Basim had for a month authority to exclude from the works altogether those who did not appear to be necessitous. But that power was, as a matter of fact, very little used.

Q.—Well, the reasons of the difficulty you experienced in Buldana were that your establishments were weak and not sufficient to bear the strain?

A.—That was one reason, and tools were very deficient.

Q.—There was an unreadiness of establishment and an unreadiness with tools and plant. These are preventible difficulties. They might have been foreseen.

A.—To the best of my knowledge everything was done to prevent them. But I really am not in a position to speak about them.

Q.—One of two things—either the rush on the works in Buldana was a rush of people who did not need relief, or if there was a need of relief there was a want of appreciation of the local circumstances indicating that this rush had come?

A.—The rush was from Hyderabad territory. That made the whole difference in the position.

Q.—I understand. I did not know that. Was Buldana the only district affected by these immigrants?

A.—Buldana and Basim and Wun much later on.

Q.—And did they come in December and January and February in large numbers? Can you give the numbers?

A.—We could get no satisfactory opinion about that. But merely as a conjecture, I should say fully a third of the whole number relieved.

Q.—Was the crop failure in Buldana greater or less than elsewhere?

A.—It was a complete failure in every part, excepting here and there in the Mehkas *taluk*.

Q.—Was there no provision for relief at all in Hyderabad territory?

A.—At that time none.

Q.—Up to what time did that absence of relief continue in Hyderabad?

A.—As far as I know, certainly till March.

Q.—And then your numbers began to decrease when provision was made; is that the inference? Was the decrease in the Buldana district due to arrangements being made to return immigrants across the frontier?

A.—Such arrangements were made particularly in the month of March.

Q.—Did you collect them into gangs and send them back?

A.—They were collected into parties; but I do not think anything like all were sent back; they concealed where they came from. There was a drafting back of 8,000 people. Captain Plowden was in charge of that.

Q.—Were those Hyderabad people, who came over, in a poor state of health compared with the people in your charge?

A.—As a rule.

Q.—And, so far as you can judge from the hospital returns, was the mortality large from amongst them?

A.—Undoubtedly.

Q.—Then your minimum wage was raised in April to 12 *chhataks* again, and in May the mortality rose. To what reason do you attribute that?

A.—The mortality rose in May, chiefly in the Basim district. It went up to 12.6 in Basim.

Q.—It went up to 11.9 for the entire province of Berar in August.

A.—In the Buldana district we got cholera in February and in July.

Q.—When you got cholera in your works, did you do anything to split up your charges? Had you a system of village works in reserve?

A.—No.

Q.—Notwithstanding the occurrence of cholera in your works your numbers on works went on increasing up to June. What did you do? Did you split them up and march them about; put them into smaller parties? Did you manage to do anything like that?

A.—I believe as a rule the cholera was very quickly stamped out by changing camps and disinfecting the water-supply.

Q.—Did you have any plans of village works to which people might be returned on the outbreak of an epidemic or cholera?

A.—No.

Q.—Is there scope for such village works in Berar, in the shape of tanks, etc.?

A.—I do not consider there is great scope.

Q.—Is there much in the way of irrigation of crops in Berar?

A.—No.

Q.—There is not much well irrigation?

A.—No, it is insignificant. It is very favourably treated; but it is insignificant.

Q.—When the rains commenced—referring to this again—you say you stiffened tasks in order to send people back to their fields?

A.—I did not say we stiffened tasks. We reduced the wage.

Q.—At that time you had got back to the minimum wage. You reduced the minimum wage of 12 *chhataks* somewhat further?

A.—No; we reduced the superior wage.

Q.—But in the first place the people were contented with the minimum wage. Had reducing the other wage much effect upon them?

A.—A certain amount; but the minimum was reduced afterwards.

Q.—Did you send back their dependants? Did you tell them to go back to their villages as they did in the Central Provinces?

A.—Yes. They were given to understand that if they went back to their villages they would be brought on the gratuitous list.

Q.—And the weakly gangs also got the same promise?

A.—Yes.

Q.—And to that you attribute a good deal of the increase in your gratuitous relief?

A.—Yes.

Q.—Was any promise made to able-bodied labourers, that if they could not get work in the fields they would get food in the kitchens?

A.—No; certainly not.

Q.—Did that policy of bringing weakly gangs on relief lists in their villages commend itself to you?

A.—I think there is very little to choose between the member of a weakly gang and one who is strictly qualified for gratuitous relief.

Q.—Could not they do some weeding? What I want to ask is whether it was necessary to tell all these dependants to go back to their fields and that they would be brought upon the gratuitous relief list; or whether it would have been safe to have made no such promise, and to allow them to go back to their protectors, and when you found that they were in a distressed condition to bring them upon the relief list.

A.—I am not prepared to say that the latter plan would not have answered; but the order was the other way; and my chief anxiety was to keep the able-bodied off the gratuitous lists.

Q.—In regard to suspensions of revenue. I understand that the system of Land Revenue Administration is the same as in Bombay, and that you have no large landowners, unless they are the holders of several fields?

A.—That is so.

Q.—When a suspension of revenue was given the orders were to make out a list of those who were unable to pay. On one paper I notice that the lists were made up of those who are able to pay. There is a slight distinction between the two?

A.—Yes. As a matter of fact there were two lists made up—"able" and "unable"—in most places; but the order was to make lists of those able to pay.

Q.—I suppose some officers got at that by-listing the people who were unable to pay, and treating the *residuum* as able to pay. You can get at it in both ways. Am I right in thinking that for the whole province inquiries were made as to the capacity of each individual revenue-payer to pay the assessment independent of the crop then on the ground?

A.—Yes, that was the system.

Q.—Does not that involve you in a great deal of inquisitorial investigation?

A.—It is very troublesome, any way.

Q.—And you are a good deal in the hands of your subordinate revenue establishment in doing it?

A.—Yes, except this, that one of the first things they looked at was the condition of the standing *kharif*. They took that into consideration.

Q.—That is what I was coming at. Would a system of suspensions, having regard to the crop and ignoring the other sources of subsistence, be sufficient?

A.—I think it would favour excessively a large number of people who, so far from deserving favour, derive immense benefit from a famine.

Q.—What class of people are those?

A.—Money-lenders who own lands.

Q.—I am not now talking of a remission of the revenue. I am talking of a suspension, because when it comes to a remission then the question of inquiry, of course, becomes more relevant. But for the mere purpose of famine relief and the suspension for the time being of the revenue, would it not be better for the administration if your inquiries at this stage were simplified and curtailed?

A.—May I ask what would follow on these suspensions being granted?

Q.—Merely that the revenue would not be recovered from that crop; that it would be held over until agricultural conditions had re-established themselves, and then the question of recovering would arise.

A.—Yes. No doubt section 127 of the Code contemplates the issue of a general suspension order applicable to large tracts. That is what is contemplated, but that was never done. The fact is this question was taken up rather late in Berar—the question of revenue collections.

Q.—I suppose your revenue is collected by *kists*. There are two *kists*, the *kharif* and the *rabi*?

A.—Yes.

Q.—Was any of the *rabi kist* collected?

A.—No; unless it was freely, voluntarily paid. I happen to know, in the Ellichpur district for instance, a good many advance payments were made.

Q.—That was one of the least distressed districts?

A.—Yes; but there was a total failure of crops in two *taluqs*.

Q.—From all you saw of the relief works, do you think if public works are established sufficiently early that the intermediate system is sufficient or suitable to give all necessary relief?

A.—I must say I should not advocate it. I have no experience of that system.

Q.—Would you draw any distinction between severely distressed tracts and less severely distressed tracts?

A.—Certainly; I do not think there would be any harm in trying it in the less distressed districts.

Q.—But you cannot speak from experience?

A.—No.

Mr. Nicholson.—With reference to the immigrants were they sent back on the Moglai works in a reduced condition?

A.—Yes; I should like to draw attention to the evidence of Captain Haig. He is in a particularly good position to give evidence on that point; so are Mr. Prideaux and Captain Plowden.

Q.—It was ascertained that wages were lower across the border, and only paid once a week and perhaps not always then?

A.—Yes, I do not know the details; but there is not the slightest doubt that people preferred to be on our side.

Q.—In fact, the nearest work to the Basim work was about 50 miles from the border?

A.—There was another later on.

Q.—With reference to the weavers in the two districts of Akola and Ellichpur, they were relieved in their own craft?

A.—Yes.

Q.—You hope to recover practically the whole amount spent, about Rs. 60,000, their entire cost to the State?

A.—Yes; I am not sure we shall not make a small profit.

Q.—It is practically costing the State nothing?

A.—Yes.

Q.—Will you tell me why in another *taluq* a large number were employed in road metal collecting?

A.—It was in the town of Ellichpur, because they could not get any master weavers.

Q.—But could not other arrangements have been made by Government officers?

A.—I think with more time and if we had to do it all over again we could have.

Q.—In one case you employed the men at their own craft without any cost to the State and the result was a number of clothes. In the other case you had a lot of stones moved from one place to another at a considerable cost to the State and the work was distasteful?

A.—No, I don't think they minded it at Ellichpur.

Q.—It is said they felt very ill for three days after working for one?

A.—Yes; near Anjongaon in the Ellichpur district, at stone breaking.

Q.—Yes; with collecting *kankar*. Now you think it is desirable that relief in their own crafts should be more extensively given?

A.—Yes, that is my opinion.

Q.—The grass depôts in the forests, I think, you opened extensively ?

A.—Yes.

Q.—Were they taken advantage of by the people ?

A.—Yes, to a certain extent. I do not think that they quite satisfied expectations.

Q.—Was there any loss on the whole of cattle during the famine ?

A.—Very great.

Q.—Can you give me any idea of the numbers ?

A.—Of the whole of Berar ? I am afraid I cannot. In one particular *talug* Murtizapur, (which is, I should say, an ordinary specimen) I have got a report from the Director of Land Records, which shows 37 per cent.

Q.—Can you tell me with reference to this particular *talug* whether the area of the *kharif* crop of 1900 was up to the normal ?

A.—In excess ; distinctly in excess.

Q.—So that the loss of cattle did not prevent cultivation ?

A.—No. That is a thing very much brought out by this report—that the *kharif* cultivation in that *talug* has been markedly in excess of the normal.

Q.—Were not loans granted for fodder or applied for ?

A.—Yes.

Q.—Were they given to any extent ?

A.—Yes, to a considerable extent.

Q.—Did you hear of any complaints made about the inability of the railways to carry grain ?

A.—No.

Q.—I suppose what with immigrants and others you had a number of orphans on your hands ?

A.—Except in Buldana, there seem to be very few.

Q.—That is now. But during the progress of the famine ?

A.—There was a certain number.

Q.—How were they maintained ?

A.—They were mostly in poorhouses.

Q.—Were they eventually brought into headquarters ?

A.—Yes.

Q.—You observed the provisions of the N.-W. P. Code ?

A.—Yes ; those provisions circulated.

Q.—With reference to the complaints of private employers of labour, that it was difficult to get labour on account of the attraction of Government relief works, I believe that you reported in July and August that such complaints were made ?

A.—I first of all got special information about that. I personally saw the thing happening. For weeding, I think, it was. There was a good deal of haggling between the *patels* and the village people. The *patels* and landowners wanted to beat the people down, but I think there was a genuine clinging to works in parts.

Q.—Were they able to beat the labourers down by the existence of kitchens, so that the Government really paid part of the wage ?

A.—No, I do not think so.

Mr. Bourdillon.—You have said that a good deal of mortality was due to the people eating green stuffs. That occurs every year in the rains ?

A.—Yes.

Q.—Was it more marked this year ?

A.—They went in for *tarola bhaji* which, when it is new is very agreeable ; but when it gets at all old is unwholesome.

Q.—And another cause was that the old *juar* was kept a long time and then brought out. That, I think, was very deleterious ?

A.—Very, indeed. The Civil Surgeon of Ellichpur went into the question, and some had been stored for 12 years.

Q.—For consumption or for seed ?

A.—They did not get rid of it ; certainly not for seed ; they certainly brought out a whole lot of this *juar* which was putrid.

J. A. Crawford.

*Answers by J. A. Crawford, Esq., Commissioner
of the Hyderabad Assigned Districts, to the
questions of the Famine Commission.*

1. When I left Berar in June 1899, the monsoon had set in much as usual, and there was no cause for any apprehension.

The character of the harvests in the two preceding years (1897 and 1898) was on the whole good. The *juari* crop in both those years was very fine; so was the cotton. These are the two principal crops in Berar covering in fairly equal proportions 70 per cent. of the cultivated area. On the other hand, the *rabi* crop suffered in both years from deficient autumn rain.

2. The *kharif* sowings in 1899 were in excess of the normal. Of the entire area cropped, 98·1 per cent. was sown with *kharif*. The average for the ten years preceding 1899 was 77·6 per cent. of the cropped area. The average of the ten years preceding 1899 has been taken to represent the "normal cultivated area."

3. (a) The average rainfall for the ten years ending with 1895 was 40 inches 57 cents.

(b) The actual rainfall in the season of 1899, was 10 inches 86 cents., or 26·8 per cent. of the average.

(c) About the 20th of September.

(d) The distribution of the rainfall from June to September compared with the average was as follows:—

	1899.	Average.
June	4·84	6·37
July	2·35	11·87
August	2·53	7·46
September	1·64	7·25

4. The rainfall of 1890-91 was 40 inches 26 cents. or nearly the same as the decennial average of 40 inches 57 cents. The area under *kharif* in that year was 77·4 per cent. which, again, was nearly the same as the decennial average of 77·6.

Taking the conditions of 1890 as representing the normal, the actual *kharif* harvest of 1899 was only 5·4 per cent. of the normal.

5. The percentage of the total population which depends exclusively on agriculture is shown in the last census to be as follows:—

(a) Petty cultivators 34·1.

(b) Labourers 34·1.

6. Test-works were used for the purpose of establishing the necessity of relief.

7. An almost complete failure of the *kharif* and *rabi* crops was the main fact indicating the

necessity for relief measures. The rise in the price of *juari* from an average of about 21 seers per rupee to about 11 seers was another most important fact. The scarcity of water and of fodder was also marked. During the last four months of the year 1899, there was a large increase in crime, especially offences against property.

8. The first relief measures adopted were test-works. I was not in Berar at this stage, and cannot find that any particular orders were issued; but I believe that on most of these works payments were by results: nothing was allowed or provided for dependants, and there was no rest-day wage. The test-works were opened in September and attracted large numbers.

9. (a) In March 1898, Deputy Commissioners were called upon by the Commissioner to submit programmes of works suitable for purposes of famine relief. The lists of works eventually furnished by Deputy Commissioners were forwarded to the Superintending Engineer in February 1899. In July 1899 the Superintending Engineer (Mr. Perram) wrote a note on famine relief works, which was approved by the Resident (Sir T. C. Plowden), and his note was the basis of the programme of relief works, and was used accordingly. The Resident's Famine Order No. I (Public Works Department Series), dated the 8th November 1899, was the first regular programme, but it was only for 101,709 people a day for 6 months, in addition to 51,240, who, it was estimated, would be employed on two railway lines. Though fairly sufficient on the whole, the programme was incomplete, especially owing to the great delay which occurred in opening the railway works. The programme was added to as necessity arose. It cannot be said that the works on the above lists had been actually located, or that surveys and estimates of cost had been made out beforehand.

(b) The answers to both questions are in the negative.

10. Large public works were the backbone of the relief-system according to the programme. No programme of village works was ready in reserve from the beginning.

11. (a) Test-works were opened in September 1899.

(b) Poor-houses were opened in December 1899.

(c) [i] Kitchens on many works were opened in December 1899, and on all by the end of February, if not earlier. At first it was discretionary with Deputy Commissioners to relieve adult dependants and infirm workers with cooked food only; but in March it was directed that this method of relief should invariably be adopted for those classes.

[ii] State kitchens were opened in May 1900.

(d) Steps for the organisation of private charity were taken in February 1900. The Resident ordered on the 29th January that a provincial committee should be formed at Amraoti and a local committee in each district, but he subse-

quently ordered the postponement of these measures. The Commissioner convened a public meeting at Amraoti on the 24th March 1900, and the provincial and local committees were then formally established. Meanwhile the organisation of private charity had been going on in all districts.

(e) Steps were taken to open the Government forests as early as August and September 1899.

12. (a) and (d). Reference is invited to the Resident's Administrative Famine Order No. VII, dated the 2nd November 1899, and to the Commissioner's letter to the Secretary for Berar, Camp No. 499, dated the 3rd May 1900, with enclosures.

As regards (b) no special system seems to have been established.

(c) As shown in the last answer, provincial and local committees were formed. Deputy Commissioners, Taluk Officers and Tahsildars exerted themselves with success, especially in the districts of Akola, Ellichpur and Amraoti.

13. The usual annual allotments under the Land Improvement Loans Act and the Agriculturists' Loans Act were sanctioned in the month of May 1899 for the year 1899-1900 as shown below:—

	₹
Land Improvement Loans Act . . .	39,000
Agriculturists' Loans Act . . .	18,000

As signs of scarcity began to appear and actual famine developed, these allotments were added to, and at the close of the year 1899-1900 they stood at—

	₹
Land Improvement Loans Act . . .	1,99,000
Agriculturists' Loans Act . . .	60,500

Loans were issued under both the Acts from the outset. The total amounts advanced in the year 1899-1900 were :—

Rupees 1,82,131-8-0—under the Land Improvement Loans Act.

Rupees 26,016—under the Agriculturists' Loans Act.

The loans were granted under the usual rules and conditions prescribed in the Resident's Book Circulars. Enquiry was made in the case of each applicant before a loan was granted; the land of the applicant was hypothecated when it was sufficient to cover the loan; personal security was taken when the immovable property of the applicant was not sufficient; and interest at the rate of $6\frac{1}{2}$ per cent. per annum was charged on all loans sanctioned. They were granted to landowners and agriculturists. The principal objects for which advances were granted under the Land Improvement Loans Act were :—

Now wells.

Reclamation of land.

Improvement of wells and fields.

Removal of stones.

Embankments of fields.

Advances under this Act are recognized by officers who know Berar as affording valuable indirect means of relief in time of famine.

The advances under the Agriculturists' Loans Act were chiefly for the purchase of cattle, seed and fodder, and for the maintenance of poor cultivators who had lost severely in the drought. The apparent smallness of the advances under this Act is due to the fact that there was no *rabi* sown last winter.

The total allotments sanctioned for the year 1900-1901 were :—

	R
Land Improvement Loans Act .	2,10,000
Agriculturists' Loans Act .	2,23,000

The allotment under the former Act had, however, to be reduced and that under the latter to be increased by Rs. 41,412, owing to large advances being required during the current year for the purchase of cattle and seed-grain. The revised allotments under the two Acts for the year stand as follows :—

	R
Land Improvement Loans Act .	1,68,588
Agriculturists' Loans Act .	2,64,412

Out of these the following amounts were actually disbursed up to the end of November 1900 :—

	R
Land Improvement Loans Act .	1,55,989
Agriculturists' Loans Act .	2,41,996

The Secretary for Berar communicated in his telegram, dated the 14th June 1900, the sanction of the Government of India to small advances being granted free of interest to cultivators under the Agriculturists' Loans Act for the purchase of seed and cattle and maintenance.

Of the other special concessions sanctioned in connection with such advances in the Bombay Presidency, the Punjab, the Central Provinces and Ajmere-Merwara by the Government of India in their letter No. 1042—1045-F, dated the 21st May 1900, the Resident authorized in letter No. 3505, of the 18th September 1900, from the Secretary for Berar, the application to Berar of only the second concession, which runs as follows :—

“(2) That the first instalment in repayment of the principal of such advances may be postponed for 12 months from the date of the advance. The dates for the remaining instalments will be determined by the Local Government with reference to the existing rules applicable to advances under the Act.”

The loans granted during the current and preceding years under both Acts are recoverable in whole.

14. I do not think there is great scope for making irrigation wells in Berar. North of the Purna wells have to be sunk very deep, and water is often saltish. In the south of Berar rock is soon reached. The area irrigated from wells is insignificant. During the year which ended on the 31st July 1900, this area was larger than usual, but it was rather under 63,000 * acres, of which 34,200 acres were in the Buldana District. I do not know the average depth of water below the surface; but it must have been very deep in all districts; for there had been five successive years of abnormally small rainfall; and deep wells failed, which had never been known to run dry before.

Loans under the Land Improvement Loans Act were chiefly asked for and granted to make wells. The new wells cannot appreciably affected the crops on the ground, and they cannot have employed a very large amount of labour, but they were certainly useful in the latter respect; and there is no reason to doubt that to a great extent they represent permanent improvements.

15, 16, 17, and 18. I have no personal knowledge of the test work stage, as I did not return to Berar till December 1899, when it had been passed.

19. Large public works only.

20. Under the control of the Public Works Department.

The scale of supervising establishment had not been prescribed in advance. It was first formally prescribed in the Resident's Famine Order No. III (Public Works Series), dated the 9th December 1899. The establishment was not ready in advance. There was often delay in effectively opening works, especially on the lines of railway. Tools and plant were in many cases and for some time not available, especially in the Buldana and Basim districts.

21. The works were not divided or grouped as "Charges" under a "Charge Officer" of the Civil Department. Each large work was as a rule a charge in itself under a Civil Officer. The standard number for a work under ordinary circumstances was fixed at 2,800 workers, but double that number was recognized as an ordinary maximum. In practice this maximum was often exceeded. Owing to the scarcity of water it was frequently difficult to open new works to relieve pressure.

22. Each work had its own establishment. Details will be found in the Resident's Famine Orders (Public Works Series) No. III, dated 9th December 1899, and No. XI, dated 26th April 1900.

Reference is invited to Sections 84, 85, 161—163, and Appendix IV of the Berar Famine Code, and the Superintending Engineer's Famine Circular A. The Famine Code and appendices of the North-Western Provinces were also taken as guides. Hutting was a serious difficulty.

* The area otherwise irrigated was only 179 acres.

23. Admission to the works was free. No system of selection was tried at the commencement. In May 1900, when the famine was nearly at its height, the Officiating Resident expressed the opinion that Mr. Fuller's Jubbulpore ticket system might advantageously be adopted; but I pointed out the objections to this course, and the proposal was dropped. In the Buldana and Basim Districts a small temporary experiment was made in February 1900, with the sanction of the Government of India, in excluding from works persons not in immediate need of relief under the orders of Taluk Officers. The results, which were not important, were reported in my letter No. 541-R., dated the 3rd April 1900.

In the Akola, Basim and Buldana districts, the distance test was tried during the cold weather of 1900, and in Basim compulsory residence was also tried. The difficulty experienced in supplying hutting would have made it impossible to insist upon these tests. Deputy Commissioners were consulted on the subject early in April and were generally of opinion that in the hot weather and at an acute stage of the famine, the tests could not safely be enforced, apart from the hutting difficulty.

24. The area of Berar is 17,718 square miles, and the population at the last census was 2,897,040 or 163 to the square mile. A large public work employing 10,000 workers ought to serve in Berar a population of at least 100,000, representing an area of 600 square miles or a radius of 10 miles. This allows for one-tenth of the population needing relief. On many works applicants came from long distances, and 15 miles was a distance often to be found especially on the works established early in the famine.

25. Sections 29, 36 and 37 of the Berar Famine Code may be referred to. Officers of the Public Works Department were independent of the Civil authorities in strictly professional matters. Public Works Officers had the immediate direction of the works and of the labour. The Superintending Engineer was not subordinate to the Commissioner, nor can it be said that Executive Engineers were actually subordinate to the Deputy Commissioners, though the orders of the latter were to be accepted pending reference to the Commissioner.

26. There was a Civil Officer for each work. Civil Officers were selected from the lists of candidates for Naib-Tahsildarships, from clerks in Government offices, from the Educational and Registration Departments, and in a few cases from Native Officers of the Hyderabad Contingent.

Paragraph 9 of Famine Order III (Public Works Series) may be referred to. The Civil Officer was recognised as the administrative head, and the Public Works representative was expected to comply with his directions as far as possible.

The Civil Officer had the authority referred to at the close of the question, except as regards the calculation of Wages.

27. I think the Civil Officer would not have decided the point in question.

28. *Vide* Famine Order III (Public Works Series) and Superintending Engineer's Famine Circular B. I believe the sub-gang system for relations and villagers worked fairly well.

29. The classification of labourers and the wage scale given in paragraphs 445 and 456 of the Report of the Famine Commission of 1898 were at first adopted in Berar. The Resident's Famine Order No. XV, dated the 19th January 1900, prescribed a somewhat lower scale,* and in particular reduced the minimum wage from 12 to 9½ chattaks. Certain details were altered by Orders Nos. XVIII and XIX, dated the 2nd February and 13th March 1900. Early in April the minimum wage was raised from 9½ to 12 chattaks. The Berar scale as it then stood is compared below with the Famine Commission's scale :—

SCALE.	Class I.—Diggers.	Class II.—Carriers.	CLASS III.—WORKING CHILDREN.		Class IV.—Adult dependants and minimum wage.	CLASS V.—NON-WORKING CHILDREN.						REMARKS.
			8 to 12 years.	10 to 14 years.		Over 8 years.	Under 9 years.	Under 14 years, but over 10 years.	Under 10 years, but over 7 years.	Under 7 years, but not in arms.	In arms.	
	Chts.	Chts.	Chts.	Chts.	Chts.	Chts.	Chts.	Chts.	Chts.	Chts.	Chts.	
Famine Commission.	20	15	8	...	12	7	5	...	...	...	...
Berar	19	14	...	10	12	...	...	8	6	4	1 pice extra to the mother.	All adult dependants and non-working children fed in kitchens.

Early in July 1900 the following scales were introduced :—

On large relief works.

Class I.	Class II.	Class III.	Minimum and Sunday wage for Classes I and II.	Minimum and Sunday wage for Class III.	REMARKS.
Chattaks.	Chattaks.	Chattaks.	Chattaks.	Chattaks.	
14	12	10	12	8	All dependants to be fed in kitchens.

* This was the revised North-Western Provinces and Oudh paragraph 7 of Revenue and Agriculture Department Order No. 2, dated 27th December 1899.

For small or village works.

Class I.	Class II.	Class III.	Minimum wage and Sunday wage for workers, Classes I and II.	Adult dependent's dole ; wage for infirm workers, and minimum wage for beginners on stone-breaking.	Minimum and Sunday wage for Class III.
Chattaks.	Chattaks.	Chattaks.	Chattaks.	Chattaks.	Chattaks.
12	12	8	12	12	8

The object of this change, which put the bulk of adult workers on to the minimum wage of 12 chattaks, was to diminish the attractiveness of relief works at a time when a demand for agricultural labour had arisen.

For the same reason the following lower scale was adopted for all works early in August :—

Class I.	Class II.	Class III.
Chattaks.	Chattaks.	Chattaks.
12	10	8

For the same reasons the wages were from the 26th September again reduced to the following scale :—

Class I.	Class II.	Class III.
Chattaks.	Chattaks.	Chattaks.
10	8	6

The rest-day wage was also abolished ; and it was ordered that all working children and as many women as possible should be given cooked food instead of cash wages. These changes were made with the concurrence of the Sanitary Commissioner, the Superintending Engineer and Deputy Commissioners.

I consider that all the changes mentioned above were justified from both points of view.

30. In practice there was some distinction between the classification and wages of men and women, because nearly all men were diggers (Class I) and nearly all women were carriers (Class II). On the other hand the large majority of all relief-workers were earning no more than the minimum wage ; and there seems to be no valid reason why women should get the minimum wage (12 chattaks = 11 paise) as able-bodied men. In Berar the agricultural wages for women are appreciably lower than for men. In the North-Western Provinces in 1895-97 the minimum wage for men and women was fixed at 12 and 10 chattaks, respectively and

was found adequate. Had such a scale been adopted in Berar the saving in expense must have been large, for women greatly exceeded (figures are not yet available) men on all works throughout the famine; and the difference between the two scales (12 and 10 chhattaks) would mostly have been $\frac{1}{2}$ anna when the wage was calculated on a basis between 12 and 9 seers per rupee. I do not think it would have caused complications in accounts to have maintained separate scales of minimum wage for men and women.

31. There was no system of payment-by-results without a minimum wage, but proportional payment between that and the maximum wage was introduced in January 1900.

32. My experience in Berar during this famine (which is my only famine experience) leads me to agree with the Famine Commission of 1898. With the Public Works Department staff we had in Berar, a system of payment-by-results only must have failed.

33. The Berar Famine Code provided tables of standard tasks prepared on the lines laid down in paragraphs 445 and 462 of the Famine Commission's Report of 1898, including a special table (No. IX) for stone-breaking only, in which the task was temporarily reduced while the worker was a new-comer and was learning the work. This table was abolished by Famine Order No. VI (Public Works Series), dated the 5th January 1900. The Revised Table II appended to Famine Order No. XV (Administrative Series) of the 19th January, which prescribed an enhanced excavation task, was substituted for Table II in Appendix V of the Berar Famine Code. The standard task for quarrying and breaking stone was not altered.

The standard task fixed on the 5th January 1900 is shown below:—

1	2	3	4	5	6
No.	Description of work	Task of an able labourer on ordinary work	Task of a famine relief worker, Class I.	Task of a famine relief worker, Class II.	Task of a famine relief worker, Class III, working children.
		C. ft.	C. ft.	C. ft.	C. ft.
	<i>For use only for all lands and byls.</i>				
	<i>Description of soil—</i>				
1	Black or red soil . . .	112	100	50	...
2	Soft moorum . . .	75	65	34	...
3	Average moorum . . .	56	50	25	...
4	Hard moorum . . .	37	33	17	...
	<i>Quarrying stone for road metal.</i>				
5	Hard basalt stone . .	15	8 to 12	...	...
	<i>Hard basalt broken to 1½-inch gauge.</i>				
6	Road metal . . .	64	44	34	14

No alteration was subsequently made. No general allowance was made for the distance the workers had come, but in the Ellichpur District in May, for those who had to walk to the works from their homes and back, tasks were reduced on the Deputy Commissioner's recommendation by—

One-third for those who had to go 4 miles to the work and 4 miles back.

One-fourth for those who had to go 3 miles to the work and 3 miles back.

One-sixth for those who had to go 2 miles to the work and 2 miles back.

34. The wage scale was certainly adequate. I think the minimum wage at 12 chattaks was too attractive, at any rate for women. Cooked food for women and working children would be much less attractive in Berar. Generally speaking, the condition of workers was good. Large families must have saved, as they were relieved of all charge for dependants, and got cash wages for men, women and working children. I frequently heard of savings. Money was often found upon people who died. The articles sold in bazars in relief camps showed that workers had money to spare for luxuries, such as glass bangles, sweets, tobacco.

Copper coin returned freely to the Banias on works, and was got back from them to be used again in paying wages. But I have heard that much copper has been absorbed.

35. A rest-day wage was given. This seems the better plan with the Code task system. But care must be taken not to give the benefit of the rest-day wage to quite new comers.

36. There was no recognized "penal wage" as in the North-Western Provinces Code. I think there should be one, fixed at $9\frac{1}{2}$ or 9 chattaks, and that fining for idleness should be continued down to it.

37. The minimum wage was allowed at the outset (after the test-work stage). There was no penal wage. The minimum wage became the wage generally earned. I attribute this chiefly to idleness and contentment with the minimum wage.

38 and 39. Payment was made daily as a rule. There was difficulty in enforcing the rule for some time in the Buldana District.

40. Individual payments were the rule. Under the family and village sub-gang system payment to the head of the gang ought to answer, and I believe this plan was in practice sometimes adopted to save trouble. I heard no complaints of wages not reaching the right person.

41. I cannot give such figures. The large majority earned the minimum wage only.

42. The only arrangement approaching to payment-by-results in Berar was proportional payment above the minimum wage and subject to the maximum wage, a rest-day wage being also paid. This arrangement merely made an allowance in

favour of tasks done which were not full but were still above utter inadequacy.

43. *Vide* answer to question 29. Non-working children were fed in kitchens, and so far the most part were weakly persons. The latter were formed into infirm gangs and employed on light work of various kinds about the camp. Nursing mothers were allowed one pice extra for infants-in-arms.

44. No.

45. This question does not apply to Berar.

46. Under the orders of Tahsildars and with the approval of Deputy Commissioners. Juari (or rice, if cheaper). I have no reason to think that small variations were not neglected. The tables of wages were issued by the Superintending Engineer.

47. This question can be best answered by Deputy Commissioners and the Superintending Engineer. I never saw the actual opening of a work. The North-Western Provinces Famine Code was referred to for guidance on many points, and a form of inspection note was prescribed closely resembling the North-Western Provinces form. In the early stages many works could not be systematically opened.

48. The Superintending Engineer, as regards tasks; the Resident, as regards wages, except that from July 1900 onwards the Commissioner was authorised to regulate wages.

[NOTE.—There are no questions numbered 49 and 50.]

51. As the monsoon of 1900 approached, arrangements were made to reduce large works and get people back to their homes and employ them in the vicinity on village works.

Notice of closing was given at the large works, and wages were allowed for the journey. The transfer seems to have been easily accomplished; but it was a transfer rather to villages than to village works.

52. Except in the Melghat and in the Kinwat State Forest (*vide* answer to question 60) village works were not used before the monsoon of 1900. In Wun they were not opened at all. The largest number on such works was 60,510 in July, out of which nearly 42,000 were in Buldana.

53. Village works were mostly of the kinds mentioned in Section 96 (c) of the Berar Famine Code. The carrying of broken stone-metal from quarries on closed large works to the road sides was also adopted as a form of village work, and seemed to answer well.

54. Village works as a rule were conducted by Civil agency, including the District Boards, aided by some supervision from the staff of the Public Works Department. When metal-carrying was a village work the Public Works Department conducted it. The management was in all cases direct.

55.—No village works were conducted under (b) (ii) of question 54. On village works in charge of the Public Works Department the wages were paid according to the table of wages of the 3rd August 1900, which were :—

		Chattaka.	
Class	I, Diggers	12	
	„ II, Carriers	10	
	„ III, Working children 10 to 14 years	8	
	Wage for infirm workers	12	

On the 26th of September a revised table of wages was issued reducing the wages.

56. The task system was followed as far as possible with the aid of such professional supervision as could be made available. The answer to question 29 shows the wage scales adopted. Wages were paid in cash in all districts except Buldana, where they were paid in grain. The Deputy Commissioner of Buldana arranged to pay in grain notwithstanding orders to the contrary, and I thought it best not to interfere with what had been done.

57. No general system of selection of applicants for relief was, it is believed, tried. The village works were generally so located in all districts that villagers could live in their villages and go to the works, each work serving villages at a distance of 3 to 4 miles all round. As the works were started specially for those persons who had returned to their villages from large works on the setting of the monsoon and could not find employment in the fields, employment was given to every one who was in need. In the Basim District tickets of admission had to be obtained from Patels.

58. Large and small works did not exist close to one another.

59. I am decidedly of opinion that much more attention should be paid to village works. I doubt whether Berar affords great scope for such works, but many useful local improvements can certainly be effected in this way. At the outset of this famine the policy laid down by the Resident was the concentration of relief-workers on large works; and no attempt was made to use village works until large works could be properly opened, or for the purpose of taking people off congested large works.

Village works will always be too attractive unless they are very efficiently supervised. Such supervision is hard to secure and expensive.

I believe that village works on which no cash wage but only cooked food was given to workers would be useful in Berar at all stages of a famine, but particularly at the beginning of the rains. Large works, however, must always be the backbone of relief during a severe famine in Berar.

60.—According to the census of 1891, there were nearly 202,000 people in the group of "forest and hill tribes." The most important are Gonds, Audhs, Kolams and Korkus. About 53,000 Gonds

are in the Wun District, mostly in the Kelapur and Wun Taluks; and about 16,000 Kolams are also in that district. About 23,000 Audhs are in the Basim District, chiefly in the Pusad Taluk.

Nearly 32,000 Korkus and about 2,000 Nihals are in the forest tract called the Malghat, which is a taluk of the Ellichpur District.

Special relief measures for aborigines were taken to a small extent near the Kinwat State forest in the extreme south of the Pusad Taluk. Some small works, such as forest roads, were opened for the benefit of Audhs, Naikras and others near their homes, and were managed through the local Forest Officers with success.

In the Melghat, famine relief was entirely managed by the Conservator of Forests and his staff. Mr. Bagshawe did the same work efficiently in the famine of 1896-97, which was severe in the Malghat. His answers to the Commissioner's questions will show what was done in 1899-1900. He was allowed a free hand; and he certainly treated the Korkus with sympathy and local knowledge. His measures were organized well in advance of the rains. He was not in favour of a reduced grain dole and wage, on the ground, I understood, that there were no forest products for the people to fall back upon in this famine.

61. Forest and fodder works were opened. The Conservator's answers may be referred to.

62. To a very limited and unimportant extent in part of the Buldana District and the Malghat, when the rains broke.

Occasionally nursing mothers and poor-house inmates were lent out to weed a little in neighbouring fields, but they cannot be regarded as able-bodied.

The question may practically be answered in the negative.

63. Special measures were taken to relieve in their own craft weavers in the districts of Akola and Ellichpur. The Nagpur system referred to in paragraph 503 of the last Famine Commission's Report was adopted in the main. A copy * of the

* Appendix I. rules framed by the Resident is appended. Weavers' depôts

were established at Akola, Balapur and Akot in the Akola District and at Anjangaon in the Ellichpur District. The scheme contemplated the relief of 2,716 weavers in the Akola District and 380 weavers in the Ellichpur District. The number, however, in the latter district rose, it is believed, to nearly double after the scheme was started. The regular working of the scheme commenced in March 1899. The total expenditure incurred in the two districts for advances to weavers, purchase of cloth, establishment, etc., amounted respectively to Rs. 16,522 and Rs. 46,574. Most of this, it is expected, will be recovered by the sale of cloth purchased from the weavers, the only cost to Government being on account of establishment and contingencies, which amounted to nearly Rs. 400

74

in the Ellichpur District and Rs. 269 in the Akola District.

64. The weavers at Ellichpur were employed chiefly on carrying stone metal and collecting kankar. The total number so relieved from April to September 1900 was 90,086 at a cost of Rs. 8,452. The weavers at Anjangaon in the Ellichpur District were mostly of very wretched physique and unfit for labour, which was very irksome to them. What they most complained of was the exposure to the sun which they felt very much after working all their lives in dark rooms, and they said they were ill for three days after working for one. There was a further difficulty in the case of Muhamadan weavers (momins) whose women were secluded. The weavers in the Akola District were reported to be physically unfit to earn a subsistence wage at any of the relief-works.

65. The reports of the Deputy Commissioners show that the special measures taken for the relief of weavers were successful from the point of view of both (a) relief and (b) economy. There can be no doubt as to the measures having answered in giving the necessary relief. If the expectations of the Deputy Commissioners are realised, of which there is every probability, the measures will be successful also from the point of economy. As the weavers so relieved were physically unfit to earn even a subsistence wage on any of the relief works they would have had to be relieved gratuitously. The operations of the scheme at Anjangaon were supervised by the Tahsildar of Daryapur, with the assistance of a Committee consisting of official and non-official members. The operations in the Akola District were also under the management and supervision of a committee of which the Deputy Commissioner of Akola was the President and an Extra-Assistant Commissioner the Vice-President. The Committee consisted of both official and non-official members. The operations, though not wholly under official control, were managed and controlled for the most part by officials. I am inclined to think that the special relief might have been adopted in the Amraoti District, but the Deputy Commissioner was not of this opinion. A definite conclusion should be arrived at after the report on the famine has been submitted and the new census* figures are available as to whether this form of special relief is or is not as successful and cheap as it appears to be. If so, there should be no shrinking from it merely because it involves sanctioning considerable advances of money and trouble in supervision.

66. (i) With a view to prevent mortality of cattle certain areas of forests generally protected from grazing were opened in the Amraoti, Akola and Buldan districts in August 1899, and after the entire failure of the monsoon arrangements were made to extend the open areas every two months or so.

In the Ellichpur, Basim and Wun districts, where the rainfall was better, suitable areas of the fire-protected forests were opened for grazing.

* The last Census showed 27,212 cotton weavers in Barar.]

(ii) Private exporters were busy cutting and removing grass from the beginning of August 1899, and in September the Conservator of Forests started grass operations in the Melghat and in the Basim and Wun districts :—

- (a) for cutting and storing grass at selected depôts for sale ; and
- (b) for cutting and storing grass at selected cattle camps, where there was water in and near the forests to feed cattle in the summer of 1900, when the grazing near water would be exhausted.

In the Melghat, 7 grass depôts were established to collect grass for sale and for export: 10 cattle camps were established in the northern part and 14 more in the western part on the Tapti river for selling grass at cost price for cattle brought by cultivators to the camps. In the south-west 9 more depôts were established, which served both as depôts for the sale of grass for export and as cattle camps.

In the Wun District about 9 grass depôts and 5 cattle camps were established and similar arrangements were made also in the Basim District.

In the districts of Amraoti, Akola and Buldana no special measures were possible. Arrangements were made only to open in rotation blocks of the chief State forests. Every facility was given for cutting grass subject to the protection of the forests from fire. Old wells were cleared out and water-holes (Jhiras) lined with wood were constructed.

The Resident sanctioned and placed at the Conservator's disposal a total grant of Rs. 8,000 for the grass operations mentioned above in the Melghat, and in the Basim and Wun districts.

(iii) Advances in the shape of grass were also issued to cultivators after inquiry. The value of the grass was made recoverable in two or three years. Similar advances were also issued to Khatedars for export. The value of the grass so advanced has been made recoverable in two instalments, one in 1901 and the other in 1902, to be paid with the land revenue instalments after the kharif or rabi harvest according to the circumstances of the crop in each village.

67. A report on the special measures taken to prevent mortality of cattle for want of fodder, is awaited from the Conservator of Forests, and I cannot at present say with what success the special measures were attended. The Conservator observes in the report on the Forest administration for 1899-1900 that "it was undoubtedly the cut fodder that saved the largest head of cattle."

The grass collected for sale for exports at the depôts in the Melghat and in the Wun District was baled by hand presses. Five hand presses were purchased for the purpose by the Conservator at a cost of about Rs. 2,000. The baled grass was sold at the depôts to private traders, who exported it to the tracts suffering from scarcity of fodder.

68. (a) At first in cash, but from March onward with cooked food.

(b) Dependants were not relieved on village works. They were put on the village dole list and relieved with either the dole or cooked food in State kitchens.

69. The village dole was employed for the longest time, i. e., from November 1899 to December 1900; but the largest number was relieved with cooked food in State kitchens.

70. The answer to the first question is in the negative. Section 55 of the Berar Famine Code corresponds with Section 57 of the Bombay Code of 1900 and is quoted below:—

“The following classes of people are eligible for gratuitous relief by the dole:—

- (1) “the aged and infirm ;
- (2) “the blind, crippled and insane ;
- (3) “pregnant women, young children whose relatives will not or cannot support them, and the like ;
- (4) “Those whose attendance on incapable adults or young children in their own homes is absolutely necessary.”

Emaciation was accepted as proof of eligibility for gratuitous relief.

Administrative Famine Order * XX issued by the Officiating Resident on the 29th May 1900,

* This order reproduced Famine Circular No. F-49, dated the 7th May 1900, by the Chief Commissioner of the Central Provinces. appears to conflict with the section quoted above. But the correspondence connected with that order shows that the Officiating Resident subsequently agreed in my recommendation that the section should continue to govern gratuitous relief in Berar.

71. The largest number of poor-houses open at one time was 39 in June 1900. They began to be opened in December 1899. The largest number of inmates was 15,505 on the last Saturday of June. They were mostly frequented by the lower castes, the infirm, beggars and children.

72. Poor-houses were used as depôts for vagrants and infirm immigrants. I think the answer to the last question is in the negative.

73. Yes.

74. (a) Before the rains of 1900 broke there were 116 kitchens open in Berar. viz. :—

43 in Akola.	6 in Amraoti.
25 in Buldana.	24 in Ellichpur.
10 in Basim.	2 in Wun.

(b) After the rains broke the numbers varied, but the largest number was 572 in August, distributed as follows :—

140 in Akola.	120 in Amraoti.
55 in Buldana.	105 in Ellichpur.
120 in Basim.	82 in Wun.

A kitchen was expected to serve an area of about four miles in the rains.

75. On the 22nd April, the Officiating Resident telegraphed insisting upon the extension of

*Enclosure A of letter No. F-7—3365, dated the 14th August 1899.

kitchens in all districts except Wun. No rules having been prescribed, I circulated instructions* for kitchens under Civil Officers in the Central Provinces. The ration given in the Central Provinces was rice and dal (kitchri) boiled together to the consistency of rice-pudding, salt and a little ghee or oil was added. The standard measure prescribed was a tin vessel holding the cooked equivalent of three dry chattaks, that is to say about nine chattaks. Three of these measures were the ration for an adult, and from two and-a-half to one for children according to age.

At my request the Deputy Commssioner of Akola drew up some more detailed rules, a copy of which is attached. They prescribed a rather lower ration as shown below :—

Adults	Children between 10 and 14.	Children between 7 and 10.	Children below 7	7 chattaks of coarse ground juari (kanya).
				do. do. do. do.
				do. do. do. do.
				do. do. do. do.

To every seer of coarsely ground juari or kanya were added 2 chattaks of dal of the cheapest variety (excepting lakh), one chattak of salt, $\frac{1}{2}$ chattak of oil and 2 tolas of chillies, and the whole boiled to such a consistency that one chattak of the dry ration equalled about 5 chattaks of cooked food. Standard measures were prescribed for distribution of food.

Meals were distributed once a day at noon to those who were given tickets for admission to the kitchens, and an attendance register for whom was kept at each kitchen. Food might be taken away.

The ration last-mentioned was pronounced to be adequate by two Civil Surgeons and the Sanitary Commissioner. The Akola rules were circulated on the 9th May to all other districts for guidance ; and I believe they were generally acted upon before long ; but the arrangements in the different districts were not uniform for some time.

76. No limit of distance was fixed ; but kitchens unconnected with relief-works were not, as far as I know, opened near such works.

77. The admission to kitchens was restricted to those eligible for gratuitous relief, *vide* answer to question 70.

77 (a). The poor-house ration as prescribed in Section 102 of the Berar Famine Code corres-

ponded with the minimum wage specified in Sections 100 and 101, and was as follows :—

Component parts of ration.	Adult.	CHILDREN.	
		7 to 12 years.	Under 7 years.
	Ounces.	Ounces.	Ounces.
Flour	14	10	6
Dal	2	1	1
Salt	$\frac{1}{2}$	$\frac{1}{2}$	$\frac{1}{2}$
Ghi	$\frac{1}{2}$	$\frac{1}{2}$	$\frac{1}{2}$
Condiments and Vegetables . .	$\frac{1}{2}$	$\frac{1}{2}$	$\frac{1}{2}$
Total grain equivalent in ounces	23	18	10

This scale was not in accordance with the recommendations of the Famine Commission of 1898. A new scale based upon the latter was not prescribed by the Resident.

The following scale, drawn up by the Deputy Commissioner of Akola in November 1899, was approved by the Commissioner, and was circulated for guidance to other Deputy Commissioners :—

Component parts of ration.	Adult.	CHILDREN.	
		8 to 12 years.	Under 8 years.
Flour	7½ chhattaks	5½ chhattaks	3½ chhattaks.
Dal	1 chhattak	$\frac{1}{2}$ chhattak	$\frac{1}{2}$ chhattak.
Salt	$\frac{1}{2}$ ounce or 7½ masas.	$\frac{1}{2}$ ounce or 5 masas 5 gunjas.	$\frac{1}{2}$ ounce or 3½ masas.
Oil	$\frac{1}{2}$ ounce or 1½ tolas.	$\frac{1}{2}$ ounce or 1½ masas.	$\frac{1}{2}$ ounce or 7½ masas.
Condiments and Vegetables . .	$\frac{1}{2}$ ounce or 1½ tolas.	$\frac{1}{2}$ ounce or 1½ masas.	$\frac{1}{2}$ ounce or 7½ masas.

After the issue of the Resident's Administrative Famine Order No. XV, the poor-house ration was revised so as to make it correspond with the classification and the minimum wage prescribed in that order. In the Akola, Amrati and Wun districts the revised scale was as follows :—

Component parts of ration	Adult.	CHILDREN.		
		10 to 14 years.	7 to 10 years.	Under 7 years.
Flour	7 chhattaks.	4½ chhattaks.	3½ chhattaks.	2½ chhattaks.
Dal	1 chhattak.	$\frac{1}{2}$ chhattak.	$\frac{1}{2}$ chhattak.	$\frac{1}{2}$ chhattak.
Salt	$\frac{1}{2}$ ounce or 7½ masas.	$\frac{1}{2}$ ounce or 5½ masas.	$\frac{1}{2}$ ounce or 3½ masas.	$\frac{1}{2}$ ounce or 2 masas.
Oil	$\frac{1}{2}$ ounce or 5½ tolas. or 7½ masas.	$\frac{1}{2}$ ounce or 5½ masas.	$\frac{1}{2}$ ounce or 3½ masas.	$\frac{1}{2}$ ounce or 2 masas.
Condiments and Vegetables.	2 ounces or 1½ tolas.	$\frac{1}{2}$ ounce or 1½ masas.	$\frac{1}{2}$ ounce or 7½ masas.	$\frac{1}{2}$ ounce or 3½ masas.

In Basim, Buldana and Ellichpur the scale was slightly different, rather more flour being allowed.

The grain was mostly juari, but sometimes rice was used. The ration was varied to meet cases of sickness and weakness. "Dalia" soup and milk were given to exhausted new-comers.

75 (a). Village gratuitous relief lists were drawn up by the Village Officers, and checked by Circle Inspectors, Relief Naib-Tahsildars, Special Relief Officers (where appointed), Tahsildars, Taluq Officers and Deputy Commissioners. Recipients were, generally speaking, inspected once a week by Circle Inspectors, as required by Section 42 (c) of the Berar Famine Code, and less frequently by the other officers mentioned above.

76 (a). Payment was made (a) in grain, (b) as a rule daily, and (c) at the homes of the recipients.

77 (a). To none, *vide* answer to question 70.

78. Mostly Kunbis; none of lower caste, but some of higher. Generally speaking, all but the lowest castes showed reluctance to take cooked food, even at the height of the famine. The only exception I heard of was in the Ellichpur District when the rains held off in June 1900. The Deputy Commissioner reported that then Kunbis and others clamoured for kitchen tickets who would not have taken cooked food before.

79. Village Officers, Schoolmasters and local notables. The supervision and control were the same as for gratuitous relief by the dole.

80. Cheap grain shops were opened as a form of charitable relief. I have not got complete information about them. Admission to their benefits was regulated by tickets granted by members of Local Committees and Boards and Village Officers. Respectable people with limited means who were trying to support themselves were usefully helped in this way. The tickets specified the amount of grain to be sold in each case. In the Chandur Taluq of the Amraoti District, large numbers were helped thus, and the cost per unit seems to have been only half an anna.

81. Cheap grain shops were not numerous enough to have the effects referred to.

82. Inquiries with reference to suspensions and remissions are still going on. Remissions require the Resident's sanction. *Provisional* suspensions (subject to further inquiry) have been granted as follows:—

	R
Amraoti	29,158
Akola	4,60,847
Ellichpur	1,16,574
Buldana	3,46,000
Basim	49,185
Wun	34
Total	10,01,798

I should estimate roughly that the eventual suspensions will amount to about 2½ lakhs and the final remissions to about one lakh.

83. The Resident's Famine Order No. I, dated the 13th October 1899, drew the attention of all Deputy Commissioners to a Circular, which is quoted below :—

“Attention is also called to the provisions of Chapter X of the Famine Relief Code on the subject of the suspension and remission of land revenue. Having regard to the distress which, owing to the premature cessation of the monsoon rains, may be expected to prevail in some parts of the Province, District Officers should institute careful enquiry into applications for suspension of revenue, should grant provisional postponements promptly in cases in which the whole crop or a considerable part of it has entirely failed, due regard being paid to the circumstances of individuals, and should abstain as far as possible from resort to coercive processes to enforce payments.

No order of suspension relating to a considerable area was passed under Section 127 of the Berar Famine Code. Famine Order No. XVII of the 26th January 1900 shows the system adopted. Lists were prepared under the orders of Tahsildars of persons believed to be able and unable to pay. Crop failure was the chief consideration, but the general capacity of the individual was also taken into account.

The information upon which general capacity was determined was derived mainly from Village Officers, but Tahsildars relied also upon their own local knowledge, and upon Munsarims or Circle Inspectors.

It took time to prepare and revise these lists. When they were settled, Deputy Commissioners granted provisional suspensions to those classed as unable to pay.

84. After the collection began.

Remissions require the Resident's sanction ; and so do collections of provisionally suspended revenue. The recommendations of Deputy Commissioners after final enquiries are awaited. They could not be submitted until the character of the present harvest had been ascertained. Reference is invited

* No. 1558—1563. to a Circular* I issued on the 12th October 1900, which was based upon orders issued by the Government of Bombay.

85. There are no Zamindari tracts to be considered.

86. No such facts have come to my notice. The process of inquiry into large numbers of individual cases is necessarily long and troublesome.

87. The numbers on relief never exceeded 15 per cent. of the population affected in the districts of Amraoti and Wun. In Ellichpur 16·2 and 18·2 were reached in June and July 1900 : the opening of kitchens and the holding off of the rains probably account for the rise in numbers. In Akola 17·3, 19·4 and 17·3, were touched in May, June and July ; and probably the same explanation applies.

In the Buldana and Basim districts the 15 per cent. limit was exceeded as follows :—

District.	November 1899.	December 1899.	January 1900.	February 1900.	March 1900.	April 1900.*	May 1900.	June 1900.	July 1900.	August 1900.	September 1900.
Buldana .	0'5	23'8	30'0	20'0	27'1	25'3	26'0	24'5	32'6	14'1	8'1
Basim .	1'0	3'7	8'2	18'8	19'7	21'0	35'1	33'9	30'8	20'0	15'6

These large excesses undoubtedly represent immigration from the Hyderabad State. Reference is invited to the Resident's letter to the Government of India, No. 73, dated the 14th February 1900, and its enclosures. The immigration started with the Buldana District.

At the end of March some effective measures were carried out by Captains Morris and Plowden, Assistant Commissioners, to draft Hyderabad people back to their own country (where relief-works had then been opened); and this had the result of partly diverting the rush of immigrants into the Basim District where they lingered longest.

88.—In the light of events the general position as regards famine in Berar appears to have been underestimated by the late Resident. On the 20th

Letter No. 26, para- January 1900, he wrote to the Government of India :—

"It would not be safe to estimate less than an average of 220,000 per diem for six months from 1st February. In April and May the number may exceed this forecast, and in June and July may fall below it."

As a matter of fact, the totals on the last Saturday of the month were as follows :—

December	236,841
January	303,041
February	314,459
March	361,832
April	396,177
May	456,298
June	507,296
July	537,778
August	232,068

I am inclined to think that at the outset (*e.g.*, up to the end of January or February 1900) relief may have been somewhat excessive in the Amraoti District, and the 'opening of kitchens as early as May was not thought necessary by the Deputy Commissioner. In the Buldana District, during the cold weather, there must have been many on relief-works, who were attracted by their disorganized state. In Basim the need for relief was rather underestimated at first, and the Executive Engineer's arrangements for opening works were dilatory and inefficient. In the Wun District also the position was perhaps somewhat underestimated, although there were fair crops in the 'two southern taluqas (Wun and Kelapur) and some in the two northern ones (Darwha and Yeotmal). In the south of Wungrass-cutting provided a great deal of

work. Labour is scarce in the Wun District, and landholders had reason to look after their farm labourers.

The Wun District also suffered from immigration from Hyderabad Territory. There was no reason to anticipate this; and the district itself was certainly much less affected than the rest of Berar.

89. Generally speaking, the lowest and poorest castes and agricultural labourers were the people in receipt of relief. Small cultivators and occupants were also considerably represented, especially in the districts of Buldana and Basim.

90. There has been no former famine to be compared with this one in Berar. The experience of 1896-97 had probably satisfied people that famine relief was not a thing to be feared; and most of them came to it freely in 1899-1900.

91. Private credit was undoubtedly contracted. There was a very great increase in sales and mortgages of property, and large quantities of ornaments and utensils were sold. As a rule private resources were exhausted before State relief was sought, but there were noticeable exceptions especially in the earlier stages.

92. I do not think so, at any rate in the early stages of a famine; and far more efficient enforcement of tasks is required than was usually achieved in Berar.

93. I think it would be useful for Deputy Commissioners and selected Assistant Commissioners or Extra Assistant Commissioners to have a general discretion to exclude from time to time people who do not appear to be necessitous. Such officers are constantly inspecting relief-works, and are in a position to make fair enquiries. I do not believe they would abuse the power, and although large numbers of workers would probably not be eliminated by its exercise, some scandalous cases would be, and the knowledge that enquiry might be made would have a wholesome effect.

In the early stages the system of admission by tickets granted by village officers and superior officials might be tried.

In Berar the substitution of cooked food for cash wages would render relief-works much less attractive. This change was tried in October last, and speedily relieved numbers in Akola and Amraoti, and I believe everywhere. A grain wage would also be less attractive than cash.

*A copy of Book Circular on the subject is attached as Appendix II.

94. The following system of registration of births and deaths is* followed in Berar :—

The village officials collect and register the statistics, while the police compile and classify them. It is the duty of the patel or headman of every town and village to inform himself regarding the occurrence of births and deaths in the town or village, and to report each occurrence on the day it occurs to the town or village registrar, who is usually the patwari or village accountant. The

patwari records these occurrences, as reported to him, in a simple form of register, as shown below :—

1			2		3	4	5	6	7	8
DATE OF ENTRY.			SERIAL No.		Name and father's name and surname, and if deceased be a married woman, husband's name and surname of the person dying. Father's name and surname only of children born.	Sex	Caste.	Supposed age at time of death.	Cause of death.	Remarks.
Day of week.	Month.	Date.	Deaths.	Births.						

Directions for filling up.

1. When a child is born dead, enter it as a birth in column 2, but put the words "born dead" in column 7.

2. When small-pox is shown in column 7, note in column 8 whether the person had been vaccinated or not.

3. When the death or birth occurred more than two days before the date given in column 1, note the fact in column 8.

Every Sunday the registrar copies the entries made in the register during the preceding week on a lithographed sheet (called the Sunday memorandum), which is in the same form as the register. This the patel is required to sign and to send to the police station to which the village reports.

The work of compiling devolves entirely on the police writer, who keeps up a register for the circle, with one or more pages for each village reporting to that circle. Into this register he extracts the "Sunday memoranda" as received, entering the figures representing the total number of births and deaths in each memorandum under the prescribed classified headings.

At the close of the month the police writer submits a statement to the District Superintendent of Police, showing the totals for each village in a form which is a slight modification of his circle register.

From the several circle returns the District Superintendent of Police compiles a monthly statement, giving the totals for each town and rural circle in the district. A copy of the statement is sent through the Deputy Commissioner to the Sanitary Commissioner, and another copy, along with the original returns from circle compilers, to the Civil Surgeon, whose duty it is to examine the statement and returns, to record such remarks as may be necessary, and to forward one copy of the statement to the Deputy Commissioner, and another to the Sanitary Commissioner.

From the district returns, the provincial statement for the month is compiled in the Sanitary Commissioner's office, and forwarded with his remarks in the form of a memorandum for the information of the Resident, and for publication in the *Hyderabad Residency Orders*.

During the famine special registers of births and deaths were kept up on large relief-works and in poor-houses, the results being included also in the ordinary registers referred to above.

95. The very high mortality in the Buldana and Basim districts was attributable chiefly to immigrants from the Hyderabad State. In July and August the mortality was very high in all districts, and was probably due in great measure to the consumption of green stuffs, which brought on bowel-complaints, but still more, I should say, to climatic conditions. No doubt much disease was caused by insufficient food amongst those who delayed in availing themselves of relief. Juari which had been stored long in old "peos" was frequently a cause of sickness.

96. I do not think that impure or insufficient water-supply was a cause of increased mortality to any great extent before the rains of 1900 broke. During the rains impure water was doubtless a potent cause. Municipalities and District Boards made, improved, and protected many wells.

Permanganete of potash was used, usually once a week, I believe.

97. Appendices D-XIV and F-I of the North-Western Provinces Famine Code were taken as guides. The Sanitary arrangements at poor-houses and at kitchens on relief works, were always good, and so too on relief-works after they had been properly organised.

Supervision in the case of relief-works rested with the Civil Officer and Hospital Assistant in the first instance, and over them with Taluq Officers, Civil Surgeons, Assistant Surgeons, Dispensary Committees and the Sanitary Commissioner.

There was difficulty in getting enough Hospital Assistants, and in July 1900 all the Military ones (22) were suddenly withdrawn.

98. There was regular inspection, and in some instances, unwholesome grain was found.

99. Tamarind leaves and green-stuffs like "tarota bhaji" were much eaten in the rains, and caused sickness as mentioned in answer No. 95.

100 and 101. Reference is invited to the Resident's letters noted in the margin and enclosures, and also to the figures in the following tabular statement :—

No. 73, dated 14th February 1900.

No. 283, dated 5th July 1900.

	District.	September 1899.	October 1899.	November 1899.	December 1899.	January 1900.	February 1900.	March 1900.	April 1900.	May 1900.	June 1900.	July 1900.	August 1900.	September 1900.	October 1900.	November 1900.
Total number relieved on the last Saturday of the month.	Akola . . .	...	12,854	31,654	66,260	79,470	18,592	80,162	87,077	99,561	111,435	99,511	33,160	51,595	16,424	269
	Buldana . . .	...	...	31,174	114,418	144,816	125,350	130,587	121,921	135,040	117,972	156,634	67,938	38,869	20,771	3,048
	Basim . . .	106	1,795	4,211	14,811	32,738	55,016	78,567	93,741	139,565	135,091	122,916	82,177	62,468	45,232	3,329
	Amraoti . . .	...	...	6,011	23,859	27,129	27,129	35,692	43,673	47,010	67,712	78,462	19,066	15,430	9,242	43
	Ellichpur . . .	939	4,615	3,737	11,846	19,017	28,125	27,216	31,284	34,077	57,185	57,417	21,423	12,075	9,663	716
	Wan . . .	...	...	...	147	871	2,094	9,458	16,431	11,040	23,901	22,838	8,304	5,000	1,437	39
	TOTAL	1,135	19,264	76,787	236,341	303,041	314,459	361,682	396,177	456,293	507,296	537,778	292,068	185,737	111,764	7,444
Ratio of numbers relieved to population of districts.	Akola . . .	...	2.2	5.5	11.5	13.8	14.2	18.9	15.1	17.3	19.4	17.3	5.3	9.0	2.9	0.5
	Buldana . . .	...	...	6.5	23.8	30.0	26.0	27.1	25.3	26.0	24.5	32.6	14.1	8.1	6.2	0.6
	Basim . . .	0.04	0.5	1.0	3.7	8.2	13.8	19.7	24.0	35.1	33.9	30.8	20.6	15.6	11.3	0.8
	Amraoti . . .	...	...	0.9	4.4	4.1	4.1	5.4	6.6	7.1	10.3	11.9	2.9	2.3	1.4	0.06
	Ellichpur . . .	0.3	1.5	1.2	3.8	5.7	7.2	8.6	9.9	10.3	16.2	18.2	6.3	3.8	3.7	0.2
	Wan . . .	...	...	...	0.03	0.2	0.4	2.0	3.5	2.3	5.0	4.3	1.7	1.0	0.3	0.01
Death-rate per mille per mon- om.	Akola . . .	4.1	4.5	4.4	5.4	5.6	4.3	4.8	4.8	6.0	6.1	9.1	11.3	9.7	7.4	4.0
	Buldana . . .	2.7	2.3	2.9	3.9	6.1	9.6	9.0	7.1	5.9	7.0	12.7	12.8	10.6	7.2	4.3
	Basim . . .	2.7	2.4	2.6	3.4	3.9	4.7	6.2	9.6	12.6	14.4	19.2	14.5	10.2	7.4	4.9
	Amraoti . . .	3.2	3.6	3.5	3.5	3.6	3.0	3.5	4.3	5.4	6.2	11.1	11.2	9.2	7.5	5.0
	Ellichpur . . .	3.7	5.1	4.3	3.7	3.5	3.0	4.2	3.9	5.0	4.3	10.1	10.1	9.1	7.7	4.1
	Wan . . .	2.1	2.0	2.3	2.6	2.9	2.3	3.3	4.0	8.3	9.3	9.9	11.7	9.1	6.7	3.7
	TOTAL	3.1	3.3	3.3	3.3	4.4	4.6	5.1	5.5	7.0	7.9	11.6	11.9	9.7	7.3	4.4

It is beyond doubt that a large proportion of the numbers on relief in Buldana and Basim was represented by Hyderabad immigrants; I should say not less than one-third. I reported in April that I had frequently found that the emaciated people in poor-houses and in relief work kitchens had come from remote places in the Hyderabad Territory. The mortality amongst such immigrants was very heavy, and probably doubled the death-rate in those districts. Wun also suffered in the same way. The Sanitary Commissioner, Mr. Prideaux, Captains Haig, Morris and Plowden will corroborate me on this point.

The famine-stricken area in the Hyderabad State was larger than Berar. Relief works in the former were taken up late and village relief was barely, if at all, attempted.

Reference is invited to my letter to the Secretary for Berar, No. 695-R., dated the 4th May 1900.

102. The provision of Chapter X of the North-Western Provinces Famine Code are being followed as regards the disposal of orphans in Berar. Probably there will soon be very few left to deal with eventually.

103. I have no suggestions to make at present.

104. The answer to both questions is in the negative.

104 (a). No special arrangements were made except that weekly statements showing the quantity of juari and wheat exported from the principal railway stations in Berar were obtained from the Railway authorities.

I have not been able to obtain reliable information as to the amount of grain consumed which was imported.

105. When the monsoon of 1900 set in and there was a large demand for labourers to weed the fields, I did hear many complaints from private employés of agricultural labour that labourers preferred to remain on the relief works. I reported to this effect on the 3rd July and the 5th August 1900, and ordered reductions in wages.

106. I am not aware of any change, except that the rabi cultivation has naturally contracted during a series of six dry years.

107. Wages for harvesting grain crops are paid in grain in all districts, I believe, and for picking cotton in some. But in the latter case cash wages have been substituted this year in the districts of Amraoti, Akola and Ellichpur, the object of the change being to discourage stealing of the cotton. I am informed that cash wages are at present unusually high, as there is a great demand for labour to get in a very heavy cotton crop; but I am not aware that cash wages have generally risen in sympathy with the rise in prices. At the beginning of the rains I believe very low cash wages were offered for weeding.

108. There was no revised and approved Famine Code for Berar.

During the famine of 1896-97 the Bombay Code was followed.

In February 1898, a local committee, presided over by the late Commissioner, Mr. Bullock, drafted a Code for Berar, following closely the Bombay Code and taking into consideration Mr. Higham's Report, dated the 9th October 1897. This draft Code was again considered by a local committee presided over by Mr. Hare, Officiating Commissioner, in July 1899, with special reference to the recommendations of the Famine Commission of 1898. The Committee and the late Resident practically agreed to the recommendations of the Famine Commission. Sir T. Plowden decided, however, that Mr. Bullock's draft Code should be re-printed and issued without modifications based upon the Famine Commission's recommendations. This was accordingly done, except that tables for wages and tasks drawn up by the Superintending Engineer, Mr. Perram, in July 1899, were substituted in the Appendices for those included in Mr. Bullock's draft. Mr. Perram's Tables I to IX, which are in accord with the recommendations of the Famine Commission from Appendix V of the Provisional Berar Code as issued in October 1899.

Sections 69 to 72, 100, 101 and 106 of that Code were, therefore, never acted upon in Berar. Wages were regulated* at first by Mr. Perram's Table No. I. No relief worker could earn more than the maximum wage for the standard task. Section 82 of the Code was also disregarded, and the minimum wage was paid to workers on the day of rest. These alterations were not really departures from the Code, but changes made in it when introduced.

Section 73 of the Code was not followed. Nursing mothers and pregnant women were paid as Class II carriers and for the most part got only nominal tasks. Nursing mothers were also paid one pice extra for infants-in-arms.

Nursing mothers gave much trouble, and it was thought desirable to treat them very liberally to encourage them to keep their infants alive.

State kitchens as a form of gratuitous relief for persons other than children and dependants are not recognised by the Berar Code, but they were largely used.

It has been mentioned in the reply to question No. 23 that a temporary experiment was made in rejecting applicants for relief who did not appear to be in immediate need.

The following addition was made in May 1900 to Section 59 of the Berar Code :—

“The dole may be distributed daily or weekly at the discretion of the Deputy Commissioner, and instead of other items constituting the dole ration, their equivalent in grain may be given when that course is found expedient. The Commissioner may

* Other changes in the wage scale are shown in the answer to question No. 29.

authorise the payment of the cash equivalent of dole daily, weekly or monthly in cases in which there is serious inconvenience in giving the ration in kind."

I do not think there were any material departures from the Code as modified by authority from time to time, but the Code was well known to be a provisional draft and some officers were disposed to regard it as not binding in details.

109. Staff Corps Officers were not employed in supervision.

About 20 officers of the Native army were employed in charge of relief works. They mostly did well. Non-commissioned officers of the British army were not employed.

I cannot suggest other sources in Berar. Perhaps Government pensioners might be useful. I offered appointments to some European and Eurasian Inspectors of Police, but they declined.

110. A great deal of non-official charity and help was received; and non-official agency was used in the administration of Government relief such poor-houses, village kitchens, weaver relief, and some village works with considerable success. Missionaries afforded a valuable non-official agency in the Melghat, as the Conservator of Forests can testify.

I do not think there is much scope for the extension of purely non-official agency in Berar.

111. I cannot trace the effects referred to in detail. There was no change in (a), and none in (b) after the beginning of January 1900.

As regards (c), the reduction in January 1900 of the minimum wage from 12 to $9\frac{1}{2}$ annas did temporarily cause considerable numbers to quit works and wander. The Deputy Commissioner of Buldana thought that the reduction of the wage increased the death-rate; but I doubt this having resulted in any district from the mere reduction of the wage which held good only from early January till early in April 1900. There was a consensus of opinion against the reduced wage; but I do not believe it did any harm in the cold weather.

As regards (d), there was no change in the mode of calculating fines; but in March there was some excessive fining on the part of the Public Works Department *below the minimum wage at $9\frac{1}{2}$ chattaks* on certain works in the Buldana District. This coincided with large decrease in numbers on relief in that district and with an increase in the death-rate. On the other hand, numbers on relief rose in the adjoining district of Basim, and the Buldana death-rate was higher still in July, August and September, having meanwhile fallen appreciably.

As regards (e), drafting to distant works caused wandering at times in the districts of Akola, Buldana and Basim.

The people of Berar are very troublesome to draft, and unless drafting is carefully organised the drafts do not arrive at their destinations.

112. No doubt the massing of people on large works does disorganise the home-life of those who leave their homes and live in relief camps. But the large majority of people living in those camps in Berar comprised the poorest and lowest class, whose home-life is always a struggle. I have heard that large works tended to immorality; and this is not improbable, as many women came while their husbands and male relations remained at home. It struck me that up to the rains at any rate the people in well organised camps were remarkably contented, comfortable, and well behaved. They readily adapted themselves to the routine and discipline, which must have been both wholesome and edifying for them. In several camps people of the same village were huddled together; and this can and should always be arranged gradually after a camp has settled down into good working order. Portions of a camp might be reserved for women and children without male relations, and the genuineness of their need might be tested by giving cooked food instead of wages.

J. A. CRAWFORD,

Commissioner,

AMRUT CAMP:
The 12th January 1901.

*Hyderabad Assigned
Districts.*

* I have seen some of the worst large camps during the rains also.

Appendix I.

Rules for the relief of Weavers.

1. Weavers who are in need of relief will be divided into two classes:—

(A) Employers of labour.

(B) Employed or actual workers.

2. A Committee of management will be formed consisting of the members of the Municipal Committee or other influential native gentlemen assisted by one or two representatives of the weaving industry who will supply the requisite technical knowledge. The Committee will be presided over by an executive officer not below the rank of Extra-Assistant Commissioner or Tahsildar, who will be held responsible for the working of the scheme.

3. The Committee will take steps to enrol in a register all weavers of Class (B) who are in need of relief. No name shall be entered without the personal enquiry of at least two members of the Committee into the circumstances of each particular case.

4. The Committee will select a sufficient number of reliable master-weavers of Class (A) and will enter into agreements with them on the following plan: They shall employ such persons registered in Class (B) as the Committee may direct and no others, and shall pay them such wages as the Committee shall direct. They shall receive an advance from the Committee of such amount as the Committee shall fix for working expenses, purchase of material, advances to employés, etc. For this advance they shall give security and it shall be refunded at the close of relief operations. They shall employ weavers in the manufacture of such kinds of common cloth as the Committee may direct. These cloths shall be stamped with a Government mark, and as they are completed shall be once a week purchased by the Committee at such price as the Committee may determine with the advice of professional appraisers. This price shall be so fixed as to cover the wages paid to weavers, cost of material and working expenses, and leave a margin of profit to the master-weavers or employés, which profit should be just sufficient to induce reliable members of Class (A) to undertake the work of manufacture.

5. The cloth so purchased will be stored in a suitable godown unless and until the market value of cloth covers the price paid by the Committee, in which case it can be sold.

6. Simple accounts shall be kept showing the amount of advance made to each master-weaver or employé, the amount of cloth purchased from him and the price paid to him for it. For this purpose a clerk on Rs 15 may, if necessary, be entertained.

he will work under the immediate orders of the President of the Committee.

7. The remuneration given to weavers of Class (B) should take the form of payment-by-results, and the scale should be so adjusted as to yield a subsistence ration to the weaver and the active members of his family. Helpless dependants can be separately admitted to gratuitous relief under the ordinary rules.

8. The cloth manufactured should be of a common kind such as will find a ready sale in the ordinary market when times improve and such as the Committee of the Indian Famine Charitable Relief Fund are likely to require. And this Committee should be given the chance of purchasing before others.

9. If the master-weaver or employé considers that the rate fixed by the Committee for the purchase of his cloth is insufficient, he shall be absolved from further liability under his agreement on the expiry of one week's notice given to the Committee and the refund of his advance.

Appendix II.

Rules for the registration of vital statistics.

[Revenue Book Circular No. 1, Chapter VI, Volume I, of the Code of Non-Judicial Book Circulars.]

The following rules for the registration of vital statistics in Berar are published for general information and guidance in supersession of previous rules :—

Rules for the Registration of Vital Statistics in Berar.

Part I.—Regarding the Registration of Vital Statistics.

I.—A separate register of births and deaths shall be maintained for every town and inhabited village in Berar. Every village to have its register. The word "town" in these rules means a place the statistics of which are separately exhibited in the provincial returns (*vide* Rule VIII) : the word "village" includes all other towns, kusbas, and villages.

Form of village register. II.—The registers kept shall be of two kinds—

First kind.—The simple register, in which the information needed regarding each domestic occurrence is given in the simplest shape. For form—*vide* Appendix A.

Second kind.—The classified register, in which information regarding each domestic occurrence is entered in a shape completely classified for statistical purposes. For form—*vide* Appendix B.

The classified register is intended for use where the intelligence of the person employed to register vital statistics can be relied on. The simple form is to be used when this condition is wanting.

III.—The registration of vital statistics shall be one of the duties of village officers, and shall devolve on one or other of them, according as the Deputy Commissioner shall in each case direct. But the work may, when convenient, be undertaken by the police, or may be entrusted to any other person. The person, whoever he may be, charged with the duty of registering vital statistics of a town or village, shall be called the town registrar or village registrar, as the case may be. By whom the work of registering vital statistics is to be performed.

Villages classified according to the arrangements made for registering their vital statistics.

IV.—For the purpose of these rules villages shall be divided into three classes—

Class (a).—Those in which the village register is kept by some person resident in the village itself, or so near to it as to be for all practical purposes resident within it.

Under this class will come villages in which there is a police-post, and the police undertake the registration of the village, or the work has been devolved on a resident patwari, or on a patel able to

write, or some other arrangement for the regular maintenance of the register in the village has been made. For instance, the patel may have nominated a literary member of the watan family to do the work, or, with his consent, the schoolmaster, if any.

Class (b).—Villages the registers of which are kept by the patwaris in whose circle they are situated, they being resident in other villages.

Class (c).—Villages in which there is no police-post, the registers of which are kept by some officer of the police-post to which their reports are made.

The Deputy Commissioner should endeavour to make class (a) as large as possible, and should, in consultation with the District Superintendent of Police, determine the villages in this class, the register of which the police will keep. It is understood that the police can always undertake the registration of the statistics of class (c) villages: though it will, of course, be an object to keep this class, like class (b), as small as possible.

V.—The register of each village shall be kept

Where village registers are to be kept. in the custody of the person charged with the duty of making entries in it, at his ordinary place of residence, whether that be in the village itself or not, provided that in the case of villages of class (c) the village register shall be kept at the police-post and not at the private residence of the police officer acting as village registrar.

In the case of (b) and (c) villages it may be convenient to bind up together the registers of several villages, but the sheet or sheets appertaining to each village should still be regarded as the separate register of that village (*vide* Rule I).

VI.—It shall be the duty of the patel of every

Duty of ascertaining the occurrence of deaths and births, and of reporting them to the village registrars belongs to patels. town or village, or if there be two patels, of the police patel, aided by his jaglias, to inform himself regarding the occurrences of births and deaths in his town

or village, and if the place be of class (a) to report each occurrence on the day it occurs to the town or village registrar; if the place be of class (b) to send to the patwari in charge of the register of his village an intimation of such occurrences on every day on which they occur, or at latest, on the day following; if the place be of class (c) to report all such occurrences at the police-post to which he makes reports on the day on which the reports of his village are made there; or if his village be near to the police-post and he be so ordered by the Deputy Commissioner, on the day on which births or deaths occur; Provided that if the Deputy Commissioner so direct the duty which this rule throws on patels may be thrown on the police or on the police assisted by the patel; provided also that if the place be a

municipality, the matter shall be determined by the rules made by the municipal Committee under Section 116 (1) (c) of the Berar Municipal Law, 1886.

Within Railway limits not included in municipal areas, the duty of obtaining information of births and deaths, and of reporting them to the registrar of the village or town within the boundaries of which they occur, shall devolve—

(a) at or near Railway stations, on the Railway Police;

(b) at level-crossings and other places distant from Railway stations, on the patel, or if there be two patels, on the police patel.

VII.—When a town or village is large and funds

For large villages are available, special arrangements should be made for the number of funerals to be ascertained. daily ascertainment of the number of funerals conducted on each burial-ground and burning-ghat. The number thus ascertained should be reported daily to the village registrar, and enquiry set on foot when it differs from the number of deaths registered by him.

Part II.—Of the Compilation of the Statistics registered in Towns or Villages under the preceding Rules.

VIII.—In the returns finally compiled for the

Statistics of important places to be exhibited separately; other places to be formed into rural circles, and their statistics given in the lump. province the statistics of the more important towns and kusbas will be separately shown. Other villages will be formed into compact local areas, and the statistics of all villages within such areas will be shown in the lump. The Commissioner, Hyderabad Assigned Districts, shall, with the advice of the Sanitary Commissioner, from time to time, determine what towns and kusbas shall have their statistics separately shown. The Commissioner, Hyderabad Assigned Districts, shall also determine the local areas, the statistics of the villages of which shall be lumped together: each such local area shall be called a rural circle. Rural circles will usually be made to correspond to police jurisdiction.

The work of compilation to be undertaken entirely by the police.

IX.—The work of compiling town and village statistics shall be undertaken entirely by the police.

The official charged with this work in the office of the District Superintendent of Police shall be called the District Compiler.

The official charged with the duty of compiling for a rural circle shall be called the Rural Circle Compiler.

X.—The first step in the process of compilation is the conversion of statistics registered in to the simple register. (*vide* Rule II) in to the form of the classified register. The process will be as follows :—

Conversion of statistics recorded in simple registers into classified registers.

- (a) Every Sunday every village registrar who uses the simple form shall make on lithographed sheets, which shall be in the same form as his register, copies of the entries made in the register during the preceding week, *i.e.*, the week from Sunday to Saturday, both inclusive. These copies shall be signed by village registrars, and shall be called Sunday-Memos.
- (b) If the village be of class (a) the village registrar shall hand his Sunday Memo. to the patel to be attested by his signature, and then sent to the police-post to which the village reports on the next occasion on which, under orders in force in the Police Department, report has to be made.
- (c) If the village be a class (b) village the patwari shall, each Sunday, either himself take his Sunday Memos. or send them by some one able to read, to the patels of the villages to which they appertain. And the patel having then assured himself that the entries in the memo. are correct, and having supplied any omissions which he may discover, shall sign them and send them to the police-post as above directed.

Provided that, if he shall see fit, the Deputy Commissioner may direct that the patel of any class (b) village shall, on each Sunday, repair to the residence of the patwari, and there, after comparison, obtain from him the memo. of his village for transmission to the police station.

- (d) If the village be of class (c), the police officer will not require the attestation of patels to his Sunday Memo.
- (e) Sunday Memos. prepared or received at police stations which are not compiling stations will be sent on to the rural compiling stations.

Note.—When no occurrences have taken place within the week, blank Sunday Memos. need not be prepared.

For villages of classes (a) and (b) the patel should, when forwarding his weekly report to the police-post, write a note at the foot of his report as follows: "No births or deaths within the week, no Sunday Memo. submitted."

For villages of class (c) the police officer when sending to the circle compiler the Sunday Memos. of villages in which occurrences have been registered, will send a memo as follows respecting villages in which no occurrences have taken place :—

"No occurrences registered in the following villages :—

"Names of villages."

(f) At every rural compiling station a register

A.		B.					
Week ending Saturday.		Deaths.	TOTAL NUMBER DURING WEEK.				
Month.	Date		Births.				
			Born alive.		Born dead.		
			M.	F.	M.	F.	

Note.— Other columns from column B onwards to be the same as in Appendix B.

will be maintained in the form of the classified village register, but modified by omitting columns A—D, and substituting the columns noted in the margin, with one or more sheets, for each village in the rural circle in which the simple register is used, and from which therefore Sunday Memos. are received. Into this register the

rural circle compiler will abstract the Sunday Memos. as received. In abstracting he need not enter names, and a single line of figures representing the total number of births and deaths in each Sunday Memo. will suffice. When, however, a Sunday Memo. includes days of two calendar months, the occurrences of the days falling in each month must be abstracted separately, and two lines of figures, with a space between them for the total of the first month, will be necessary.

- (g) The Sanitary Commissioner will furnish each rural circle compiler with directions for classifying the diseases, shown in column 7 of the simple register, into the sub-columns in column 2 of the register prescribed in clause (f) above.
- (h) In order to fill up the column for births in column B of the register referred to in clause (f) above, the rural circle compiler must add up all the entries "born dead" in column 7 of the simple register, and separate them from the other births.
- (k) In compiling Sunday Memos. the rural circle compiler will disregard any entry in the last column from which it may appear that the death or birth took place in some week other than that for which he is compiling. In other words, deaths and births will be held to have occurred on the dates on which they were registered.

XI.—(a) On the 1st of each month every town registrar shall add up the entries

Compilation of classified registers and transmission of these to the District Superintendent of Police.

of the preceding month, and send a copy of the total thus arrived at direct to the District

Superintendent of Police.

(b) On the 1st of each month every village registrar who uses the classified form of village

register shall proceed as provided in the preceding clause, but shall send the figures giving the total of the month for his village to the compiler of his rural circle and not to the District Superintendent of Police.

(c) *When the date has passed by which all the Sunday Memos., which can embrace days in any cal-*

ender month, should have reached him, the rural circle compiler shall add up the figures which he has abstracted for such month for each village sending Sunday Memos., and shall then transfer the totals, as well as the figures received under clause

Serial No. of village.	Name of village.	C		
		TOTAL NO. DURING MONTH.		
		Deaths.	Births.	
			Born alive.	Born dead.
			M. F.	M. F.

Note.—Other columns to be as in Appendix B from column F onward.

(b), into a statement in the form of the classified register, modified by omitting columns A—D, and substituting in lieu the columns noted in the margin, and transmit it to the District Superintendent of Police. In this form villages shall be arranged alphabetically, in the same order as in Police Register No. 20.

XII.—With the forms sent to the District Superintendent of Police the rural circle compiler will send a memo. as follows:—

Name of village.	Month or week for which return being wanting or erroneous is not included in the compiler's statement.	Measures taken to obtain missing return or correction of erroneous return.

Compilers are not to delay compiled statements on account of missing or erroneous monthly returns or Sunday Memos. Such returns or memos., when received or corrected, are to be abstracted in the register of the next month, a note being made of the fact.

Illustration.

The month of May ends on a Tuesday, hence figures belonging to that month will be found in the Sunday Memos. due on Sunday, the 5th June. Suppose that a particular village reports only once a week, and on Thursday; then the Sunday Memo. of the 5th June for that village will not reach the rural circle compiler till Thursday, the 9th June. He will wait therefore till the 9th June, but not longer, so far as that village is concerned. On the 10th June he will add up his entries, so far as he has received them, and enter them in the form to be sent to District Superintendent of Police.

XIII.—It shall be the duty of the District Superintendent of Police to compile, in form Appendix B, modified as per margin, the returns which he receives from

Serial No.	Name of town or rural circle.	Area.	Population.	TOTAL NO. DURING MONTH.						PERCENTAGE.		The remaining columns to be as in form Appendix B from column F inclusive to the end.
				BIRTHS.						Column E to D.	Column H to D.	
				Born alive.		Born dead.		Total males and females.				
				M.	F.	M.	F.					
				Deaths.								
A.	B.	C.	D.	E.	F.	G.	H.					

town registrars and rural circle compilers, and to send one copy through the Deputy Commissioner, with

a memo. as per margin to the Sanitary Commissioner, and another copy, with the original statements of the town registrars and rural circle compilers, to the Civil Surgeon. Returns of towns

Name of town or rural circle.	MEMOS. WANTING.				Remarks.
	ONE WEEK.		TWO WEEKS.		
	Number of villages.	Popula- tion.	Number of villages	Popula- tion.	

should be entered first, and then those of rural circles. The District Superintendent of Police shall

not prepare the district statements of vital statistics prescribed by this rule until returns from all towns and rural circles have reached him.

Patels responsible for prompt transmission of returns.

XIV.—Patels will be held responsible for the prompt transmission of returns prepared by village registrars.

Part III.—General.

XV.—The rural circle compiler shall bring to the notice of the officer in charge of his police-post any case in which the Sunday Memo. for any week does not reach him on the day on which it is due, or appears erroneous, or in which a report from a village, using the classified form of register, is overdue: and that officer shall either immediately, or on the first day on which the village is visited by the police on their rounds, cause enquiry to be made regarding the missing or erroneous memo. or report, and should the patel fail to supply or correct it, shall report the matter to the Tahsildar.

It shall be the duty of the Tahsildar to report to the Deputy Commissioner when the returns of any village are habitually late or erroneous, or he fails to obtain the correction of any return.

XVI.—It shall be the duty of the Civil Surgeon to examine the statements and returns sent, and recording such remarks as he may deem it necessary to make in the form of a memo., to transmit one copy thereof to the Deputy Commissioner, and another to the Sanitary Commissioner. It shall be the duty of the Deputy Commissioner, on receiving the remarks of

the Civil Surgeon, to take such action thereon as in each case may seem necessary.

It shall be the duty of the Civil Surgeon to supply the Sanitary Commissioner with any information which he may be asked to render, and which may be deducible from the returns with which he will be furnished under Rule XIII, or, when cholera prevails, under Rule XXII or XXVI.

XVII.—It shall be the duty of the officers mentioned in the margin, as opportunity may offer, to inspect the registers kept by town registrars and rural circle compilers, and to examine and test village registers by—

Inspection of registers, etc.,
Deputy Commissioner,
Assistant and Extra-Assistant
Commissioner, Tahsildar,
District Superintendent of
Police, Assistant District
Superintendent of Police,
Inspector of Police, Civil
Surgeon.

- (a) seeing whether the books are correctly kept and attested and whether entries are made at the time when occurrences are reported ;
- (b) seeing whether occurrences are reported on the day they occur or, at latest, on the following day ;
- (c) making local enquiries with a view to ascertain whether any deaths or births have occurred in the village which have not been registered. Village registers may be examined and tested by Naib-Tahsildars and by District Superintendents of Vaccination, as well as by the officers named above. Provided that no Inspector of Police and no District Superintendent of Vaccination shall be entitled to require the attendance of the patwari in class (b) village when making such enquiry.

XVIII.—The result of examination of village registers, not kept by the police, made under the preceding rule, shall, if made by any officer other than a revenue officer, be communicated to the Deputy Commissioner for such notice as they require.

Provided that it shall not be necessary for any inspecting officer to report errors which arise from ignorance or mistake. Such errors should be pointed out to the patel and the village registrar, a note of the fact being made on the village register.

The result of examinations of village registers kept by police, or of those kept by rural circle compilers, shall be communicated to the Deputy Commissioner, or the District Superintendent of Police or the Secretary of the Municipal Committee, if any, as may seem convenient.

XIX.—Police officers shall receive remuneration as follows :—

- (a) District compiler, R 5 per mensem.
- (b) Rural circle compilers and town registrars, R 2 per mensem.

- (c) Police officers who, not being rural circle compilers, are village registrars of ten or more villages of class (c), R 1 per mensem.

But a smaller or larger amount may be fixed by the Commissioner, Hyderabad Assigned Districts, in consultation with the Inspector-General of Police.

XX.—All town and village registrars and rural circle compilers shall be supplied, ^{Registers and forms to be supplied gratis.} free of charge, with bound registers and with such lithographed forms as they may be required to use. The forms of books, etc., to be supplied shall be approved by the Commissioner, Hyderabad Assigned Districts, and the cost shall be paid by the Deputy Commissioner of each district from his town fund.

XXI.—Inspecting officers are warned against taking registers out of the custody of the persons whose duty it is to maintain them. ^{Inspecting officers not to carry away registers} Inspections should, as far as possible, be made in the places where the books are kept.

XXII.—The register which by Rule I is maintained for every town and village is to be kept among the permanent records of such town or village.

It is therefore directed—

Class (a) villages.—That the town or village registrar (if he be not the patwari) shall hand over the register books of such town or village, as they become full, to the patwari of such town or village to keep, taking his receipt for the same, provided that if any town be a municipality, the registers shall be dealt with as the Municipal Committee may direct.

Class (c) villages.—That the police officer who is the village registrar shall do the same when any register book is full.

XXIII.—The compiled statements which the District Superintendent of Police will receive under Rule VI may be destroyed three years after the month to which they relate.

Part II.—Special rules relating to CLERKS and Small-poz.

If in case (b) the police-post be not a rural compiling station, the officer in charge of the post shall at once send on the report to the rural circle compiler.

The rural circle compiler, on receiving any special report, shall send a copy thereof at once to the Civil Surgeon direct, and the originals to the Deputy Commissioner. On the first outbreak of the disease in any town or circle the Civil Surgeon should once a month summarise such reports as he receives, and transmit the summary to the Sanitary Commissioner, stating at the same time what steps have been taken to check the disease.

XXV.—During ^{cholera}/_{small-pox} epidemic the number of attacks in every village shall be registered in form Appendix D, just as deaths are registered in the ordinary village register. Every Sunday a line will be drawn across the register and the attacks of preceding week added up. It must be understood that persons who *die* of ^{cholera}/_{small-pox} will be entered twice, once in the ordinary town or village register, and once in the register prescribed by this rule.

XXVI.—Every Sunday the Registrars of all places in which ^{cholera}/_{small-pox} has appeared shall forward to the District Superintendent of Police if the place be a town, and in other cases, to the rural circle compiler or to the police-post to which the returns of his village are usually sent, for transmission to the rural circle compiler, a memo., to be called a ^{cholera}/_{small-pox} Sunday Memo., showing the attacks and deaths of the preceding week in form Appendix E.

XXVII.—On the date on which all ^{cholera}/_{small-pox} Sunday Memos. should have reached him, every rural compiler shall send to the District Superintendent of Police a statement in form Appendix F. It must be remembered that while ordinary Sunday Memos. of villages using the simple register will reach the police-post on the day on which ordinary police reports are sent, ^{cholera}/_{small-pox} Sunday Memos. are to be sent at once on the Sunday on which they are prepared, and rural circle compilers ought therefore to be able to send off their compiled statement on Monday at latest.

XXVIII.—When the ^{cholera}/_{small-pox} Sunday Memos. all towns and rural circles have reached him, the District Superintendent of Police shall compile a statement in form Appendix F., modified as noted in the margin and send one copy through the Deputy Commissioner to the Sanitary Commissioner, the other with to the Civil Surgeon.

1	2	3	4	5	6	7	8
State or country.	County.	Name and address of person or persons to whom the property was sold.	For	Cash.	Percentage at time of sale.	Name of disease causing death.	Remarks.

1. When a child is born dead, enter it as a birth in column 2, but put the words "born dead" in column 7.
2. When smallpox is shown in column 7, note in column 8 whether the person had been vaccinated or not.
3. When the death or birth occurred more than two days before the date given in column 1, note the fact in column 8.
4. Column 7.—The specific name of the disease supposed to have caused death is to be entered in the column, and not the classified cause, i. e., "bowel-complaints," "other causes," etc.

APPENDIX C.—(Referred to in Rule XXII.)

Special Report of Outbreak of *Cholera* and of causes thereof in *Malaya* in the _____
 Station-house, distant from Station-house _____ miles in the _____ direction.

Name and father's name, or if person attacked be a married woman, husband's name.	Caste.	Sex.	Age.	DATE OF ATTACK.			REMARKS.
				Day of week.	Month.	Year.	
1	2	3	4		5		6
							NOTE.—Enter here how the person attacked is supposed to have caught the disease. Had he been to any village where <i>Cholera</i> existed, or had any person from such village come to his village. Full information should be given. After four cases have occurred in a village and been reported in this form, further special reports need not be sent. Remember to enter in column 6 the date on which the person was taken ill, not the date on which his illness was reported.

Date of Report.

Appendix III.

Rules for the management of State Kitchens.

1. These kitchens shall be called "Kitcherry Khanas" and not "Kangal Khanas." Instructions have been already issued as to the villages in which these kitchens are to be established. They are primarily intended for issuing cooked food to children of indigent parents who cannot support them. Paupers and starving wanderers passing through villages in which kitchens have been established, or those sent by Police Officers, should also be relieved at these kitchens, but they should not be detained. Should they hang about the kitchen they should be sent to the nearest poor-house.

2. No one in good condition will be admitted to the kitchen for relief, except on production of a ticket. These tickets will be given out to deserving cases by the Circle Inspector, Relief Naib-Tahsildar, Tahsildar, or an Inspecting Officer. Emaciated persons, however, must be admitted and fed by the kitchen manager whether they produce tickets or not. They will be entered like the rest in the accounts and returns, and will be provided with tickets by the Circle Inspector when he next inspects the kitchen. No persons relieved at the kitchen should be allowed to live there, its use being restricted ordinarily to children who come each day from their homes, which may be in the same village or in the surrounding villages. Every child attending the kitchen should have a tin ticket hung round the neck by a string.

3. The kitchen will be managed by the Patel of the village, assisted by a writer on Rs per mensem, who will, where possible, be the Schoolmaster or a relation of the Patel. The Patel will also be assisted by a Committee consisting of three respectable people of the village selected by the Tahsildar or the Relief Naib-Tahsildar. The Patel will appoint a cook who will be paid one anna a day in addition to his food. Only one cook should be entertained for cooking food for every 300 persons. Water-carriers should also be entertained on the same scale and wage.

4. A shed for cooking in and another for the applicants to wait in will be required, but any public building, such as Dharmsal, Chowri and the like, where available, should be utilized for this purpose. Cooking pots should be borrowed locally by the Patel where possible. If they cannot be so procured, cheap second-hand brass pots should be purchased by the Tahsildar. No vessels for eating from will be provided. These must be brought by the persons relieved.

5. The food served out will be on the following scale :—

Adults . . .	7 chattaks of coarsely ground juari (Kanya).
Children between 10 and 14 . . .	4½ chattaks of coarsely ground juari (Kanya).

Children between

7 and 10 . . . 3½ chattaks of coarsely ground
juari (Kanya).

Children below 7 . . . 2½ chattaks of coarsely ground
juari (Kanya).

To every seer of coarsely ground juari or kanya should be added 2 chattaks of dal of the cheapest variety (excepting lakh), one chattak of salt, ½ chattak oil and 2 tolas chillies, and the whole boiled to such a consistency that one chattak of the dry ration equals about 5 chattaks of cooked food.

6. The food will be served out in round tin measures which will be supplied by the Tahsildar, and will be of the dimensions noted below :—

Children between 7 and 10 . . . One measure 4½ inches
in diameter and 4½
deep.

Adults Two of the above mea-
sures.

Children under 7 One measure 3½ inches
deep and 3½ in
diameter.

Children between 10 and 14 . . . Two of the above mea-
sures.

7. The applicants for food will assemble at 10 A.M. every day. As each person arrives and produces his ticket his attendance must be entered in the attendance register, Appendix I. The attendance of each of the four classes (*i. e.*, adults, children between 10 and 14, children between 7 and 10, and children under 7 years) must be registered on separate sheets, which should be fastened together.

The attendance must be marked by a perpendicular stroke against each name in the appropriate column, absentees being marked thus O.

8. At 12 noon the food must be ready and will then be served out to those present according to the number of measures prescribed. The Patel should keep a small amount of food in reserve for starving applicants who may reach the kitchen after the daily distribution is over. Food must be served out to the persons entered in the attendance register only once a day and not twice, as is done at poor-houses and kitchens attached to relief works.

9. All supplies must be purchased, paid for, and entered in form Appendix No. 2 daily. In the last column of this form the signature of each payee must be taken at the time of payment, *i. e.*, daily. No departure from this rule will, on any account, be permitted.

10. The Patel will be provided with a permanent advance sufficient for 15 days' expenses, for which he will give a receipt to the Relief Naib-Tahsildar. Every Friday night he will recoup his permanent advance by submitting a copy of the week's entries from form Appendix No. II, certified by the Bania that he has received payment of the amount for the week.

11. The Relief Naib-Tahsildar, who will be provided with a suitable permanent advance, will check and pass the account and recoup the Patel's advance

immediately. He will then recoup his own permanent advance by submitting in original the several kitchen accounts at once to head-quarters, endorsed with, a certificate of payment.

12. The Relief Naib-Tahsildar will maintain a register in form Appendix IV, showing the amount given him as permanent advance, the date and amount of each kitchen account passed and paid up, with the name of the payee, and the date and amount of each remittance in recoupment from the Deputy Commissioner. The Patel will, in his copy of the accounts in form Appendix II, note the date of submission of the accounts to the Relief Naib-Tahsildar and the date and amount of recoupment of his advance.

13. The Naib-Tahsildar will, as a rule, pass the accounts submitted by the Patel without objection, unless they are clearly excessive or wrongly totalled. In the latter case the correct total will be made up and correct amount paid.

14. A weekly return in form Appendix III, will be submitted by the Patel to the Relief Naib-Tahsildar on Friday night without fail, and the Naib-Tahsildar will send these returns in original to head-quarters along with the gratuitous dole returns on Saturday.

15. Strict punctuality in the submission of all accounts and returns will be insisted upon, and unpunctuality will be severely dealt with.

16. The amount of permanent advance at each kitchen will be determined by the Relief Naib-Tahsildar, subject to the sanction of the Deputy Commissioner.

The selection of a writer will rest with the Relief Naib-Tahsildar.

17. The kitchens in a circle will form a part of the Circle Inspector's charge, and he will be held responsible for their efficient management. He will inspect them and check the accounts at least once in ten days.

18. The kitchens will also be supervised by the Relief Naib-Tahsildar, the Tahsildar and the Inspecting Officers.

19. Circle Inspectors when visiting villages will issue tickets to all deserving cases for relief at the nearest kitchen. Care should be taken that persons in receipt of gratuitous doles are not also relieved at the kitchen.

20. The Circle Inspector will call for lists of deserving cases from the Patels and Patwaris of the villages within his charge and after enquiry issue tickets to those who need relief. At every village inspection he will search for cases deserving relief to prevent any starvation.

21. In villages where kitchens have been established children on the gratuitous dole list should be transferred to the kitchen lists. This does not, however, apply to the children of poor village officials who are relieved by gratuitous doles.

22. The Inspecting Officers are particularly requested to see that the Circle Inspectors carry out these instructions. They will in the course of their tour visit these kitchens as frequently as possible and scrutinize the accounts.

CAPTAIN T. C. PLOWDEN, I.S.C., ASSISTANT COMMISSIONER,
BULDANA DISTRICT.

The President.—When did you join the district?

A.—In November 1899.

Q.—Had you any previous experience of the district?

A.—I had been there in 1897.

Q.—Was there much famine in 1897?

A.—I was then Treasury Officer and could not say.

Q.—From what you heard could you say?

A.—It was not severe.

Q.—It was worse this year?

A.—Yes, it was very much worse.

Q.—When you joined as District Officer you found a number of people on works and a considerable number in receipt of gratuitous relief, did you not?

A.—My experience begins from January for famine work. I was at headquarters doing office work till January.

Q.—Who was the officer in charge from January?

A.—The Deputy Commissioner.

Q.—What office do you hold?

A.—Assistant Commissioner.

Q.—Have you got any personal knowledge of public works relief operations or charitable relief operations?

A.—Not of charitable relief operations, I have of public works operations.

Q.—From what month?

A.—From January.

Q.—To what are we to attribute the state of things which arose in January when the relief works were swamped? Are we to attribute it to the insufficiency of the public works organization and to the insufficiency of tools and plant, or to a great and unexpected increase of distress?

A.—It was due to the fact that the people rushed our works when we were not ready with either a sufficiency of establishment or of tools and plant.

Q.—You could not enforce the task?

A.—No.

Q.—Consequently these people simply squatted down and were fed?

A.—Yes.

Q.—How long did that state of things last?

A.—Till the middle of March: works were being organized till then.

Q.—In the meantime these hundred thousand people were being kept on works?

A.—Yes, except a few isolated cases of people, who obviously did not need relief.

Q.—And were they organized into gangs?

A.—Yes.

Q.—And kept there and fed, although a sufficient task could not be exacted?

A.—Yes.

Q.—Was there any organization of village works in reserve to which you could send them?

A.—No.

Q.—Practically then from January to March these hundred thousand people were in receipt of gratuitous relief?

A.—Some of them did do a certain amount of work; gradually as we organized the works we got some work out of them.

Q.—At all events you did not get a full task?

A.—No.

Q.—Then when works were finally organized they were conducted on the Code task and minimum wage system?

A.—Yes.

Q.—The evidence is to the effect that the people never earned more than the minimum wage: they never troubled themselves to work for more. Was that the case?

A.—My experience was not that. There were many gangs who worked up to and got the maximum wage.

Q.—Then the numbers fell off as you organized. The result is seen in the gradual decrease of numbers from 130,000 in January to 76,000 at the end of April. The decrease is attributable to improved organization. Well, of the number that remained on works, what percentage do you think earned more than the minimum wage?

A.—I should say about 33 per cent.

Q.—And the remainder was content with the minimum wage?

A.—That, I think, is due to the constitutional laziness of the Beraris, and not to want of tools and plant.

Q.—In January you reduced the minimum wage from 12 *chhataks* to 9?

A.—To 9½.

Q.—And that 9½ wage remained in force till May ?

A.—Till March.

Q.—What percentage of the people were content to earn 9½ *chhataks* ?

A.—When a reduction was made people began to work better and got the proportionate wage.

Q.—The reduction of the minimum wage from 12 *chhataks* to 9½ had the effect of stimulating the industry of the people on works : had it ?

A.—Yes.

Q.—Can you say what the average task per head turned out was during that period ?

A.—No.

Q.—Was there any organization of private charity in the district ?

A.—Yes, it started in April.

Q.—The number on gratuitous relief remained very low until March ?

A.—Yes, we worked strictly according to section 55 of our Code.

Q.—At any period was that strict interpretation of the Code relaxed ?

A.—It was as regards the daily dole, but not as regards kitchens.

Q.—When did kitchens begin ?

A.—In May.

Q.—What induced you to introduce the kitchen system ?

A.—We got orders to do so.

Q.—Was there anything in the conditions of your district calling for the introduction of the kitchen system ?

A.—The numbers on gratuitous relief would have expanded tremendously.

Q.—Would the expansion of the system of doles have met all requirements ?

A.—I don't think it would, so far as children are concerned.

Q.—Did the numbers in your kitchens swell ?

A.—When the rains commenced and works were closed, people came from works to kitchens. We took anybody into our kitchens who could not work.

Q.—You took the dependants ?

A.—Yes, and emaciated people.

Q.—Did any able-bodied persons come to your kitchens ?

A.—There were some improperly admitted, but they were invariably turned off when they were found out at inspections.

Q.—There was a fall in the numbers on works from 108,000 in July to 34,000 in August. Were they all absorbed in their ordinary village avocations ?

A.—That was due to the closing of the smaller village works that were interfering with field work.

Q.—Did you open village works ?

A.—Yes.

Q.—When ?

A.—In the first week of July.

Q.—Did you close public works at the same time ?

A.—Not all. Three were kept open for railway work.

Q.—Did people go from public works to their villages ?

A.—Yes.

Q.—Was there a disposition on their part to remain on works ?

A.—Yes, we gave better wages than they got in the fields.

Q.—Then complaints were received of the insufficiency of field labour ?

A.—Yes, in August.

Q.—What were the wages you started with ?

A.—12, 10, and 8 *chhataks*.

Q.—When you found village works were interfering with field labour, did you shut your works or reduce your wages ?

A.—We did both.

Q.—To what did you reduce ?

A.—From 12, 10, and 8 *chhataks* to 10, 8, and 6.

Q.—Did that drive the people off the works ?

A.—Up to the 15th of November there were a certain number of people—people from the surrounding villages.

Q.—Could people labour in the field and also on your works ?

A.—No.

Q.—Had you task work or piece work ?

A.—It was supposed to be task work with a minimum wage.

Q.—Did you insist upon the performance of a certain task ?

A.—We tried to, but did not succeed.

Q.—Did you close kitchens all at once, or did you gradually strike people off ?

A.—Notice was given that kitchens would be closed and the numbers went down by reducing the kitchens in each circle.

Q.—They were finally closed on the 30th of November. Beyond the rush of people on to your works in January and the temporary difficulties you were placed in, do you think that the administration of relief in your district was a little redundant ?

A.—We had not many non-necessitous people on the works.

Q.—Do you think that the wages you gave on works, 12 *chhataks*, is sufficient as a living wage for a man and woman?

A.—It is quite sufficient on village works.

Q.—Do you think that 12 *chhataks* of grain enables an ordinary adult to keep his health, doing such a task as 70 to 100 cubic feet?

A.—Not for an extended period.

Q.—Can you form an opinion as to whether 14 *chhataks* is sufficient?

A.—I think it would be sufficient.

Q.—And for a digger do you think the full 19 *chhataks* of the Code is required?

A.—I should be in favour of keeping it at the maximum.

Q.—Why do you think so?

A.—I think you want to keep the people in fairly good condition.

Q.—Your evidence shows that people remained on your works for months at a time getting only 12 *chhataks* of grain. Did you during that time observe any physical deterioration?

A.—On some works I did, where the stone work was hard.

Q.—Where there was very hard work the task executed was more than the people could perform on any allowance or 12 *chhataks* of grain?

A.—Yes, for a long period I think it was.

Mr. Nicholson.—I believe you had a great deal to do with immigrants?

A.—Yes.

Q.—There was a very large rush of immigrants into the Buldana district; did you keep accurate statistics of the people who came in?

A.—We took a census on works.

Q.—From period to period?

A.—It was started in January and kept up till April.

Q.—I understand that about one-third of the number of people in one *taluga* were immigrants?

A.—Yes.

Q.—Did you take any steps for the removal of these people?

A.—We kept them for three months, till March, and then drafted them.

Q.—Were any special arrangements made?

A.—The Hyderabad people took them over at our border. We marched them 12 miles a day on the 2nd class wage.

Q.—For how many days?

A.—It was a distance of 70 miles, and gave them the 2nd class carrier wage.

Q.—During the period of the march?

A.—We gave them sufficient for a two days' march and one day's additional wage at the end. We had to bribe them to go.

Q.—Did they return on your hands?

A.—Yes, in September we took a census on a work and found 3,000.

Q.—Why did they object to go?

A.—I went there and was told that they only got paid once a week and received only nine *chhataks* of rice.

Q.—What was the nature of the work?

A.—It was a railway embankment. In the Chikli *taluga* there were more immigrants than elsewhere. 25,000 were drafted away, and before drafting began 8,000 went away, on account of the cholera probably.

Q.—Were there many occasions on which you had to return them?

A.—There was only one draft; we sent them away in batches.

Q.—Under what supervision?

A.—The Assistant Civil Officer was in charge, and there were *mukaddams* and policemen.

Q.—What would be done in case of sickness?

A.—Halts were made at camps and the people left their sick behind if they had any.

Q.—Do you know whether there was any correspondence relative to the stopping of such immigration?

A.—I don't know. I reported the matter to my Deputy Commissioner.

Mr. Bourdillon.—In your answer to question No. 95 you say the mortality was abnormal owing to an unhealthy year. Why do you say that?

A.—It attacked well-to-do people as well as the poor.

Q.—Out of a hundred persons 42 would be well-to-do and 58 poor?

A.—That was the result of a summary enquiry.

The President.—Did you pay your wages weekly or daily on public works?

A.—Daily.

Captain T. C. Plowden, I. C. S.

Answers by Captain T. C. Plowden, I.C.S., Assistant Commissioner, Buldana District, to questions drawn up by the Famine Commission.

1. The outlook at the commencement of the rains was normal. Sowing operations had been completed. Rain commenced on the 4th June. It gradually decreased after July and altogether stopped at the end of September. The harvests of 1897-98 and 1898-99 were both good ones, over the average.

2. Almost up to normal, *i. e.*, 800,893 acres being sown as against a normal of 820,274, the percentage being 97·6. The normal cultivated area was arrived at by taking the average of the last five years (excluding the famine year 1896-97).

3. (a) 33 inches.

(b) 12 inches 27 cents. ; 37 per cent. of the average fall.

(c) In September.

(d) :—

	June.		July.		August.		September.		TOTAL.	
	In.	Cts.	In.	Cts.	In.	Cts.	In.	Cts.	In.	Cts.
Average . . .	6	32	9	1	6	64	6	22	28	19
Fall of 1899 . . .	5	10	2	26	1	52	1	36	10	24

4. There was practically no harvest.

5. (a) 34·4.

(b) 25·0.

NOTE.—This answer refers to the whole (Buldana) district.

6. By a combination of both. As the failure of crops became assured test works were opened to gauge the distress.

7. Reports from subordinate revenue officials, general feeling of unrest amongst the people, and the steady rising of prices.

8. Two metal-breaking works were opened by the District Board, one on the 10th September and one on the 25th September. Tasks were taken as per Table No. II, Appendix V, of the Berar Revised Famine Code, and all applicants for work were admitted, application for work being regarded as the test for relief, payments being strictly by results.

9. (a) I am unable to answer fully as I was not in the district at the time ; but orders had been issued, after the 1896-97 famine, to all Deputy Commissioners to prepare a programme of famine

relief works, and this programme was in course of preparation when the present famine came.

(b) Scales of establishment were not included. No such particular list was kept, but the Naib-Tahsildars' candidate list was freely resorted to.

10. Large public works. No. There was no programme of village works ready.

11. 1st—Test-works.

2nd—Relief-works.

3rd—Poor-houses and kitchens on relief-works.

4th—Organisation of private charity.
(Forest concessions were gradually given as necessity for them arose from September 1899 to June 1900.)

5th—State kitchens.

12. (a) Local inspection and control were vested in a chain of officials ranging from a Special Relief Officer, through Special Relief Naib-Tahsildars, to Circle Inspectors, village officials being held responsible for their villages—the Deputy Commissioner exercising general control and supervision over all. This system was begun in November 1899 and completed by the 15th December 1899. When the Special Relief Officer resigned in September 1900, his inspection work was passed on to Taluk Officers. But Taluk Officers all through assisted in the inspections.

(b) A system of semi-gratuitous relief to encourage field owners to take labourers from our works was commenced early in May and lasted till the end of June 1900. An employer of labour was given half anna per day for each adult he employed from any relief work.

(c) About April 1900 meetings were held to collect subscriptions for the Indian Famine Charitable Relief Fund. A District Committee, with the Deputy Commissioner as President, and three Taluk Committees were formed to manage and administer the fund.

(d) Weekly reports from Tahsildars were first instituted. As the relief staff expanded, diaries and reports were submitted by each grade to its immediate superior, the whole being finally submitted to the Deputy Commissioner.

13. The granting of loans in the Chikhli Taluk commenced in November 1899, and continued till the close of October 1900.

They were granted under the Land Improvement Loans Act and the Agriculturists' Loans Act to all applicants capable of giving sufficient security whether of immoveable property or personal security. Under the Land Improvement Loans Act repayments were fixed by instalments up to a maximum period of 20 years. Loans were granted for sinking new wells, repairing existing wells, and for improving land by removing stones, weeds, shrubs and other growths.

Under the Agriculturists' Loans Act, repayments of loans for bullocks, cultivation expenses, etc., were fixed by instalments up to a maximum period of three years, and for purchase of seed-grain within one year.

From the end of May 1900 interest on all loans granted was remitted.

Under the Land Improvement Loans Act R12,515, and the Agriculturists' Loans Act R14,715 were granted. Total R27,230.

NOTE.—This refers to the Chikhli Taluk of the Buldana District only.

The totals for the district are—

	R
Land Improvement Loans Act . . .	36,500
Agriculturists' Loans Act . . .	41,727
TOTAL . . .	<u>78,227</u>

14. Yes, in some portions of it.

I am unable to give exact depth; it varied according to locality. In some places water was found at depths from 6 to 10 feet, in others it was not found even after digging to a depth of 18 feet or so. Only 8 new wells were sunk in the taluk; 56 existing wells were repaired.

(a) No. The crops had already failed beyond redemption.

(b) Yes. Three hundred and twenty acres approximately were added to the irrigation area.

(c) No. This work employs at all times very little outside labour. It is usually done by the servants or family members of the borrower.

15. Test-works under the supervision of the District Board staff. They were not ordinary works, but special works to test the need for relief, and consisted entirely of road-metal breaking.

16. The tasks exacted were those laid down in Table II, Appendix V of the Berar Famine Code, as follows :—

	cft.
Class I	4½
„ II	3½
„ III	1½

Adult males were classed as Class I, adult females as Class II, and children capable of doing work, as Class III.

Previous occupation was not taken into consideration as a factor in classifying or determining tasks.

17. In test-works they were. There was a maximum wage, but no minimum wage. There was no rest-day allowance, nor any allowance to dependants.

18. As soon as the numbers became large, the Public Works Department was asked to take the work over, and as soon as this had been done, the work became a relief-work.

19. As a rule the existing test-works were converted into large relief-works under the Public Works Department. There were no small village works opened till the rains of 1900.

20. Under the control of the Public Works Department. Not in all cases.

In some cases delays did occur in opening works.

Not in sufficient number at the commencement to meet the large demand.

21. Each work was in charge of a senior Public Works Department subordinate and a Civil Officer.

Maximum number for each work was fixed in March 1900.

If the number fixed was exceeded, the pressure was relieved by drafting to works under strength.

22. Each work had its own establishment fixed according to the following scale:—

Civil side—

2,800 workers	.	.	1 Civil Officer.
5,600 "	.	.	1 Assistant Civil Officer.
8,400 "	.	.	1 Additional Assistant Civil Officer.
Over 8,400 up to 11,200 workers	.	.	1 do. do.
1,400 workers	.	.	1 Cashier, 1 Clerk.
1,400 up to 2,800 workers	.	.	2 Cashiers, 2 Clerks.
2,800 " 4,200 "	.	3	" 3 "
4,200 " 5,600 "	.	4	" 4 "
5,600 " 7,000 "	.	5	" 5 "
7,000 " 8,400 "	.	6	" 6 "

This scale was subsequently modified in March for the lower grades as follows:—

One Cashier and three clerks were allowed for each unit of 2,800 workers.

Public Works Department side—

From December 1899 to April 1900—

For a relief-work of 5,600 workers the following establishment was sanctioned:—

- 1 Camp Overseer.
- 4 Work Agents on pay not exceeding R50 per month.
- 14 Time-keepers on R12 to R15 per month.

From April 1900 till close—

For a relief-work of 5,600 workers, the total number on which, including dependants, would be from 6,000 to 7,000:—

- 1 Camp Overseer, Upper or Lower Subordinate.
- 1 Lower Subordinate.
- 4 Work Agents on R35 to R50 each per month.
- 4 Store-keepers on R10 to R15 each per month.
- 20 Time-keepers on R10 to R15 each per month.

At the commencement the people huddled themselves so long as leaves were available, subsequently hutting arrangements were made by the Public Works Department.

For conservancy and sanitation, gangs of low-cast people were formed in proportion to the numbers on the work for keeping the camp clean. Places for purposes of nature were set apart and marked by flags.

For water-supply, drawers and carriers were sanctioned according to requirements. The wells or jhiras were protected by thorn hedges. Water depôts on the working grounds were established, and in some cases at the huts also.

For food-supply, a bazar was laid out at each work. There was a hospital shed in charge of a Hospital Assistant at each camp, with a fixed scale of medicines. There was a maternity ward, and a cholera ward at some distance from the camp.

The Civil Surgeon, assisted by a special Medical Officer, supervised the medical arrangements at each camp.

23. Admission was free to all willing to submit to the labour test. No system of selection was in vogue at the commencement. But in January 1900 the terms of Section 67 of the Code were relaxed, and certain officers empowered to turn to summarily all persons not in real need of relief. In March a distance test was enforced by closing all works to applicants, except one, which was called the central recruiting depôt and from which drafts were sent to other works.

Residence on works was not compulsory, but workers living within a radius of 4 miles of the work were not permitted to live on it (unless accommodation was sufficient) in order to provide accommodation for workers from a distance.

24. The answer to this question depends on the intensity of the distress. In slight distress the population likely to be served by such a work would be about $1\frac{1}{2}$ lakhs. In acute distress about $\frac{1}{2}$ lakh.

In the Chikhli Taluk the maximum distance the people had to go at the commencement was about 20 miles. This distance test applied only to a very small proportion of the population, *viz*, down in the south-west of the taluk. The average distance varied from 6 to 10 miles in proportion to the number of works open.

25. The Public Works Department officers were not subordinate to the Civil authorities in matters of professional technique. Section 36 (a) and Section 37 (c) governed this matter.

26. There was a Civil Officer for each work. He was taken mostly from the Naib-Tahsildar class, *i.e.*, from persons borne on the list as candidate for Naib-Tahsildarship. The salary ranged from R50 to R75 per mensem. He was in sole charge of all administrative arrangements of the camp, but had no power to interfere with the professional arrangements of the work. If he saw

any cause for alarm or any shortcomings, he acted under Section 37 (c) of the Code. The Civil Officer had not the power to interfere with measurements made or taken by the Public Works Department. The Civil Officer had charge of all the matters mentioned at the end of paragraph 426 of the Famine Commission Report, except Nos. (ii) and (iii).

27. No. He could only report if he thought the people were being overtaken.

28. Under the Public Works Department working system the gangs averaged 50 each. These were sub-divided into sub-gangs consisting of quarrymen, breakers, and carriers. The number in a sub-gang varied according to lead and lift, but usually they consisted of two quarrymen of Class I, eight breakers of Class II, and three carriers of Class III. These sub-gangs, as far as possible, were composed of family or village members; and their composition, on the whole, was successfully carried out.

29. The classification was originally done in accordance with the provisions of Section 69 of the Berar Famine Code, which practically embodies the rules laid down in paragraph 445 of the Commission Report.

On stone-breaking work, however, it was not found possible to ignore the sexual distinction, and as a rule able-bodied men only were to be found in Class I, the bulk of Class II being adult women. Subsequently by Famine Order No. XV, dated the 19th January 1900, the classification was re-cast and stood as follows:—

Special class.

Class I.—Diggers or equivalent labour.

- „ II.—Carriers or „ „
- „ III.—Working children.
- „ IV.—Adult dependants, both sexes.
- „ V.—Non-working children—

- | | | |
|--|---|------------------------|
| <ul style="list-style-type: none"> (i) Children under 14 years of age, but over 10 years, both sexes. (ii) Children under 10 years of age, but over 7 years. (iii) Children under 7 years, but not in arms. (iv) Children in arms. | } | To be fed in kitchens. |
|--|---|------------------------|

„ VI.—Nursing mothers.

This classification held good on all large Public Works Department works for the remainder of the famine. It did not, however, any more than the former system, enable the sexual distinction to be ignored.

The original wage scale adopted was that prescribed in paragraph 456 of the Commission Report. In January, however, this scale was modified, as shown below, by the same Famine Order:—

Special class.—Same as Class I, with one pice in addition.

Class I.—Nineteen chattaks (instead of 20 chattaks).

„ II.—Fourteen chattaks (instead of 15 chattaks).

„ III.—Ten chattaks (instead of 8 chattaks). In future this class will be limited to children of from 10 to 14 years of age.

„ IV.—Twelve chattaks.

„ V—

(i) Eight chattaks.

(ii) Six „

(iii) Four „

(iv) One pice extra to the mother.

„ VI.—Same as Class II, with one pice in addition.

A short time previous to the issue of this table (*i.e.*, on the 4th January 1900), the minimum wage for workers had been reduced from 12 chattaks to $9\frac{1}{2}$ chattaks, and remained at the latter figure till the third week in April, when it was again raised to 12 chattaks. It will be seen, however, that the adult dependant's wage remained unchanged.

New-comers employed on stone-breaking were especially permitted to receive the minimum wage calculated on the 12 chattaks grain-equivalent while they were learners.

(a) The reduction of the minimum wage from an administrative point of view was amply justified by the good results obtained in driving from the works the non-necessitous, the introduction of the wage having caused 29 per cent. of the total reduction in numbers on the 22nd March 1900. Please compare Answer III (1).

(b) That a saving was effected is obvious, but I am unable, owing to very limited time, to make the necessary calculations in order to enable me to quote figures.

30. As already stated that sexual distinction in classifying for a metal-breaking work cannot be ignored under the system of work followed in this district, as women cannot do quarrymen's work; so, so far as the maximum wage was concerned, there was a difference between the wages of men and women; not so as regards the minimum wage, both being on the same footing. I am strongly of opinion that there should be a distinction in the scale of wages for men and women; the former should always be paid proportionately higher than the latter. I think the abolition of sexual distinction was a mistake. The absence of the distinction led to no difficulty as it was practically ignored, but it led to hardship on able-bodied men who were, for purposes of a minimum wage, placed on the same footing as women. If classification is again based on the sexual distinction so far as adults are concerned, broadly speaking economy must result; I regret want of time precludes me from going into detailed figures.

31. On the test-works under the District Board the system of payment by results was first adopted. The two systems were never, so far as I know, carried on simultaneously on the same work, but they were working side by side in the district for a short period until the Public Works Department had taken over all the works from the District Board.

32. I believe a system of payment by results to be perfectly workable, if started in time and adhered to throughout; but it must be adhered to, despite a possible increased mortality at the commencement, to be successful. I mean that the people may try to force our hands to fix a minimum wage by not doing sufficient work to earn a life-maintaining wage; this action may lead to increased mortality at first. I think, however, that such tactics would be soon abandoned if the people found Government steadily adhering to the payment-by-results system. My experience has been that a minimum wage is a premium on laziness and consequent demoralization.

33. Prior to the introduction of the sub-gang system (as described in Answer 28) the tasks exacted were those laid down in Table II, Appendix V of the Berar Famine Code, a lesser task, as laid down in Table No. IX of the same appendix, being taken from new-comers until they had become accustomed to the work. This table was, however, cancelled early in January by Famine Order No. VI (Public Works Series), but consideration was given to learners at the same time by leaving their minimum wage at 12 chattaks when that of the other workers had been reduced to $9\frac{1}{2}$ chattaks.

When the sub-gang system was finally adopted, the task of the 8 breakers was 25 cubic feet, *i.e.*, $3\frac{1}{2}$ cubic feet each. The task of the quarrymen varied from $8\frac{1}{2}$ cubic feet to $12\frac{1}{2}$ cubic feet, according to the difficulty of working the quarry.

The sub-gang had to stack the metal for measurement, and, after measurement had been done, to remove it to the main stack before it was considered to have completed its full task.

No allowance was made for distance, the question was mooted in the middle of May by the Superintending Engineer, but nothing was done, and, subsequently, the order issued was that all workers must attend punctually, no matter what distance they came from.

The various changes made in the tasks and system of work were made with two objects—(i) to ensure the enforcement of a task hard enough to be a test for the necessity of relief, and (ii) to simplify the work of measuring and general supervision. The sub-gang system combined both, though when the people had once got used to it, I think they found the task well within their capabilities if they did an honest day's work.

I am still of opinion that with a capable and efficient Public Works Department staff individual

payment-by-results will ensure a far greater out-turn of work than any of the systems adopted in this district.

34. I think the modified scale adopted as shown in answer to Question 29 was not unduly liberal and was adequate, except the minimum of $9\frac{1}{2}$ chattaks. I do not think able-bodied men doing a hard day's work (such as quarrying for instance) can maintain their normal condition of health and strength if kept continuously on this minimum wage for any length of time. It was, however, only in force temporarily, and was stopped as soon as it had effected its object, and before the physical condition of the workers deteriorated. I know of one case where a worker dying in hospital produced Rs. 7 which he said he had saved from his famine wage. He said others had done the same, but I have no personal knowledge of any other cases; and I think savings must have been the exception and not the rule. Copper coin did freely return to the Banias; on some works the Banias actually did supply copper coin to the Civil Officer for payments, when he ran short.

35. A rest-day wage was given on all regular relief-works. Though Section 75 (b) of the Code provides for the earning of more than the full wage, this was not, as a matter of fact, permitted. Payments being made strictly in accordance with the tables issued by the Public Works Department, which allowed for no wage over the maximum, with a rest-day wage, I should not consider a provision enabling over the maximum wage to be earned necessary.

36. I do not consider a minimum wage of 12 chattaks for male adults and 10 chattaks for female adults too high, and I think fining below this minimum wage to a penal wage of 10 and 8 chattaks respectively could safely be carried out for limited periods.

37. There was a minimum wage on all relief-works from the outset. There was no fixed penal wage. The minimum wage was the general wage for about two months, March and April, during the period that the Public Works Department were organising and perfecting their sub-gang system of work.

38. Daily. I think daily payments are best for the workers.

39. From the commencement payments were ordered to be made daily. I think payments other than daily would probably cause the workers either to get indebted to the Bania, or cause the latter to charge interest.

40. To the individual worker. I think the most preferable method.

41. On the 24th March at Amrapur work 100 sub-gangs earned the maximum and 205 sub-gangs earned the minimum wage. On the 31st March at the same work 72 sub-gangs earned the maximum wage and 142 sub-gangs earned the minimum

wage. On the 2nd April at Pain Sawangi 34 sub-gangs earned the maximum wage and 66 sub-gangs the minimum wage.

42. The system in force was payment-by-results strictly in proportion to work done, with no minimum wage.

43. The maximum wage was 20 chattaks for Class I, 15 chattaks for Class II, and 8 chattaks for Class III.

Under this system no arrangements were made for the relief of non-working children or other dependants. No leniency was shown to any class of workers. The workers were supposed to, and in fact did, earn the maximum wage, which was sufficient for them and their dependants.

44. No.

45. Musters were kept by mukaddams for each gang. This system could not be suddenly converted into the Code task system, and there were no particular arrangements in existence to facilitate such a conversion beyond the keeping of musters.

46. The prices scale was based on the prices current in the big bazars in the taluk which were ascertained and communicated to each Civil Officer weekly by the Tahsildar, on juari, the staple food-grain of the people. Fractions below $\frac{1}{4}$ were neglected.

47. First a suitable site was selected on which huts and office buildings, etc., were erected. A place was marked for the reception of applicants for work, who were classified by Public Works Department Officers, assisted, if necessary, by the Civil Officer and Hospital Assistant; kitchen sheds for feeding dependants were erected and dependants were fed twice a day at them.

The Public Works Department provided the tools and plant.

In metal-breaking the Public Works Department measured each sub-gang's work at the end of the day. In earthwork the Public Works Department marked out each sub-gang's task for the day.

The wages were paid daily, on the morning of the day following that on which they were earned, by pay clerks assisted by the Public Works Department time-keepers.

Fines were imposed by the Public Works Department Officers and deducted on the muster rolls.

The water was protected by thick thorn hedges: watchmen also guarded it night and day. Only the drawers were allowed inside the thorn enclosures, from which the water was passed out to the carriers by means of tin pipes. Finally, the source of water-supply was regularly disinfected as often as the Hospital Assistant directed, but never less than twice a week. The hospital was in direct charge of the Hospital Assistant who was responsible for the medical arrangements and indented on

the Civil Surgeon or Civil Officer for his requirements according to the nature of them.

48. By the Commissioner, Hyderabad Assigned Districts, in consultation with the Superintending Engineer and the Sanitary Commissioner, Hyderabad Assigned Districts. In cases of emergency the Deputy Commissioner issued orders, which were, in most cases, subsequently upheld.

51. No. The people were informed of the dates of closing of large works and of the opening of small ones, and they went of their own accord without raising any difficulty.

52. Small village works were mainly useful in getting the people back to their villages from the large relief-works. They were intended to give the people relief until such time as sufficient field work was available.

53. The work consisted mainly of improving and repairing roads within and about villages, approach roads to villages, and roads to sources of principal water-supply. Other work consisted in clearing village sites, and surroundings of jungle growth and prickly-pear. In a few cases the water-supply sources were improved. Carrying and distributing broken stone metal along the main Public Works Department roads was also done as village work.

54. These works were under the supervision of the Civil authorities by direct management.

55. Requires no answer.

56. Not in the petty village works which were under the immediate management of village officers. A certain number of village works were supervised by Work Agents and Time-keepers.

57. People of each village (except as noted below) were employed at their own village, and the village officers were responsible that only those needing relief were admitted. On the whole, I think this system of selection was successful.

In certain selected villages no village works were opened owing to large public works being open in the vicinity.

58. Proximity of these two kinds of works was particularly avoided.

59. The answer to this question depends on the view that is taken of it. A large work is undoubtedly better (always provided that the hutting accommodation is sufficient and good) in so far as it admits of far closer supervision. On the other hand, without village works it would be very difficult to get the field labourer back to his village, and agricultural operations would consequently suffer. From this point of view I think it will never be possible to do without small village works after the rains have set in. Village works therefore will always have to be recognised as an important factor in future famines for providing relief during the monsoon season. The objections against them are that minute supervision is almost impossible and, consequently, that strict enforcement of tasks is very difficult.

60. There are no aboriginal tribes in this taluk or in the district.

61. No special forest or fodder works were opened in this district.

62. Not in the Chikhli Taluk.

63. No special measures were taken: the ordinary artizan classes resorted freely to relief works. There are only a very few weavers in the taluk, and they were assisted from the Indian Famine Charitable Relief Fund.

64. No.

65. Requires no answer.

66. No special measures were taken beyond granting loans for purchase of fodder.

67. No.

68. (a) In kitchens with cooked food.

(b) In village kitchens with cooked food.

69. There were four forms of gratuitous relief—

(1) Relief to dependants in kitchens on large works.

(2) Dry-grain dole under Section 55 of the Famine Code.

(3) Poor-houses.

(4) State kitchens in villages.

Of course the number in kitchens on large works was generally the highest; but for gratuitous relief outside that given on works, the dry-grain dole was most used, as, apart from poor-houses, it was the only form known until State kitchens (an innovation in Berar) were started in the month of May.

70. I have not got the Famine Commission Report for 1880. Our recipients for gratuitous relief were strictly limited to those described in Section 55 of the Berar Famine Code. Under Section 58 a certain number of village servants were also given this relief.

The recipients for gratuitous relief by the dry-grain ration were selected after due and careful enquiry by village officers, Circle Inspectors, Special Relief Naib-Tahsildars, and the Special Relief Officer; the latter personally checked a large proportion of the villages in which this relief was given. There were no tests, such as eating cooked food, applied.

71. Three in the district—one in my (Chikhli) taluk—

Mehkar Taluk poor-house, on the 14th November 1899.

Chikhli Taluk poor-house, on the 25th January 1900.

Malkapur Taluk poor-house, on the 1st March 1900.

Wanderers, vagrants, immigrants and all classes found in a weak state and who needed looking after were sent to the poor-house. The highest number in the Chikhli poor-house was 2,812 on the 30th June 1900.

72. Yes. For emaciated or weak vagrants and immigrants.

Persons from works were not sent as a punishment to poor-houses, as the latter would never have been able to accommodate the numbers.

73. Yes. This was done at all inspections by the Special Relief Officer, the Special Relief Naib-Tahsildar, the Poor-house Committee (where there was one), and the Taluk Officer in consultation with the Hospital Assistant in charge.

74. (a) 20, (b) 3, total 23 for Chikhli Taluk only. One was closed two months after it was opened.

The total number in the district was 59. A 4-mile radius, but this hard-and-fast rule could not be followed in many cases,

75. The village kitchen ration was the same as that prescribed for the dole and poor-houses in Section 102 of the Berar Famine Code. It is noted below:—

ITEM.	ADULTS.	CHILDREN.	
		Age 7-12.	Under 7
	ozs.	ozs.	ozs.
Flour	14	10	6
Other items. {	Dal	2	1
	Salt	$\frac{2}{16}$	$\frac{1}{4}$
	Oil	$\frac{1}{2}$	$\frac{1}{4}$
	Condiments and vegetables -	$\frac{1}{2}$	$\frac{1}{4}$

Experience had shown however that the salt ration was too small and the oil ration too large. In June therefore the Special Relief Officer stopped the oil ration to the recipients of the dole gratuitous relief, and in its place doubled the salt ration. In village kitchens and poor-houses the salt ration was similarly doubled, whilst 1 chaffak of oil was allowed for every 25 persons. This change not only met with the entire approval of the people concerned, but effected a large monthly saving, salt being much cheaper than oil.

Meals were distributed once a day at 12 noon. People were not compelled to feed on the premises: they could take their food away with them if then liked.

76. Yes. No civil kitchen could be opened within a 4-mile radius of a work.

77. The admission was restricted inasmuch that no person was accepted as a matter of course simply because he applied. Weakness and debility were the principal passports for the admission of adults. Young children of workers on village works or of cultivators looking after their fields and unable to maintain their children and of other

not well-to-do persons were freely admitted. The admissions were made principally by local committees, whose work was constantly checked and supervised by all grades of Famine Officers, from Special Relief Officer and Taluk Officer down to Circle Inspectors, and all improperly admitted were turned out.

74. Please see answer to first question. The grain was juari. Yes. All recommendations of the Medical Officer in charge as to variation, modification, or increase of diet were invariably carried out. Milk, soup, sago, rice and other comforts were provided on the Medical Officer's recommendations.

75. Please see answer to Question 70. Recipients were checked always by Famine Officers during their tours.

76. Payments were made in dry grain, weekly at fixed centres.

77. No persons not falling under Sections 55 and 58 of the Code were admitted to this form of relief.

78. High-caste Kunbis, to whom the majority of Hindus would not take objection. At the commencement when kitchens on works were opened, the Hindu caste, except the low ones, disliked the idea of taking cooked food at kitchens, but they soon got over this prejudice.

79. The kitchens on works were under the general supervision of the Civil Officer, an Assistant Civil Officer being put in special charge. They were always inspected by the superior Famine Officers.

Village kitchens were managed by a local committee, amongst whom were the village officers. The President was always a Government official, either patel, patwari or schoolmaster. These kitchens were constantly inspected by Circle Inspectors and Special Relief Naib-Tahsildars and at intervals by the Special Relief Officer and the Taluk Officer.

80. None were opened in the taluk.

81. Requires no reply. Please see Question 80.

82. In Chikhli Taluk (a) Rs. 1,39,044 were provisionally suspended pending detailed enquiry; of this sum Rs. 2,403-6-2 have been suspended by final orders. (b) Up to the 31st December 1900 Rs. 1,828-6-3 have been recommended for remission, but there are still many cases of remission now being enquired into.

83. By a combination of the two methods. The enquiries are made by the Tahsildar and other Revenue Officers especially ordered to make them.

84. After the dates fixed for paying the land revenue had passed, lists were made of those considered able and of those considered unable to pay. The revenue of all on the latter list was provisionally suspended, pending completion of the enquiry into each individual case.

85. Not applicable to this district.

86. This work, so far as the Chikhli Taluk is concerned, has only lately been transferred to me, and I have not had time to form an opinion on it as affecting individual cases, but the orders issued clearly lay down that a very liberal policy is to be pursued.

87. The numbers on relief exceeded 15 per cent. every month from December 1899 to the end of August 1900, when they fell, and remained below that percentage till the closing of relief measures. The reasons for this may briefly be summarised as follows :—

- (i) Severe famine following close upon that of 1896-97, before the people had had time to recover from the effects of the latter.
- (ii) Greater readiness on the part of the people to avail themselves of Government relief.
- (iii) Influx of immigrants in large numbers from His Highness the Nizam's Dominions.
- (iv) Temporary disorganisation in the months of December 1899, January and February 1900, owing to great rush of people—mainly the above-mentioned immigrants—on to the works, which made it impossible for proper tasks to be enforced in all cases. Speaking of this taluk I am of opinion that in future, in acute distress, we may expect at least 30 per cent. of the population to come on to our hands. The labourers alone comprise 25 per cent. of the population, and this class, living as it does from hand-to-mouth, has no resources to fall back upon in time of famine. Many of the petty cultivators also are scarcely above the status of labourers and are equally dependent on Government relief. The mass of the people also have to a very great extent got over their former repugnance to accept relief of any kind from Government.

88. My experience has not been that relief was at any time defective. For the reasons noted in answer to Question 87 (iv) at one time there were a certain number of persons on our relief-works who could not be strictly considered famine-stricken. The endeavour all through the famine was to confine relief to those really necessitous, but cases did occur, and I think always will occur, when the area and population affected is enormous in which relief measures were abused : the abuse was always stopped as soon as discovered.

89. The classes were mostly labourers, petty cultivators, and low castes.

90. My experience of the former famine is very little, but judging from the numbers who

accepted relief on this occasion and also from personal observation, I am convinced that the people were more ready to come on relief than they used to be. I think this is due to the fact that it is no longer considered degrading to accept Government relief.

91. There was a decided contraction of private credit. Money-lenders were most averse to granting loans to the great majority of their debtors. There was also reluctance on the part of the people to exhaust their resources before accepting State relief.

92 and 93. I think when works are in proper state of organisation and tasks can be enforced, the work-test is sufficient to keep away the non-necessitous. But I certainly think that a system of selection for admission is very necessary at the early stages of a famine, so that non-necessitous people may not take advantage of temporary disorganisation to obtain admission on our works and obtain cash wages for a very small outturn of work. I should throw the responsibility of selection on to village officers, whose tickets alone would be accepted for admission. I would not make it imperative to admit all applicants as is laid down in Section 67 of the Berar Famine Code. I would not allow all works to be open to recruitment, but fix central depôts for the reception of all applicants and from these depôts draft people to works. The Berari is naturally lazy and averse to hard work, and up to the very end there were many content to accept the minimum wage: these never attempted to do more than a small task.

94. On large works registers for registering births and deaths were kept by the Medical Officer. Heads of gangs and special men told off for the purposes reported all births and deaths that took place elsewhere than in the maternity ward and hospital. The village registers and rural circle registers were kept in accordance with the established custom by village officers and the police.

95. I am unable to say how far increased mortality is attributable to diseases connected with unsuitable or insufficient food. My experience in the Chikhli Taluk is that the increased mortality was due quite as much to the abnormal unhealthiness of the year as to famine. Out of 1,929 deaths enquired into by me at 38 villages during the months of May, June, October and November 1900, I found that 811 or 42 per cent. were of well-to-do persons, and 1,118 or 58 per cent. of poor people.

96. I am unable to say how far impure or insufficient water-supply was a cause of mortality. Cholera, which may be attributed to a foul water-supply, only existed in an epidemic form during the months of January, February and early part of March 1900. It was remarkably quickly stamped out at all camps at which it appeared. In my opinion, however, the cholera was imported by the immigrants who came from His Highness the Nizam's Dominions. It appeared first, and lasted longer, at the camps most frequented by these

immigrants. Permanganate of potash was used freely to disinfect all sources of water-supply at least twice a week. I attribute the rapid stamping out of cholera in a great measure to the use of this disinfectant.

97. (a) Gangs of low-caste people from amongst the workers were told off for this purpose. Special conservancy peons immediately supervised them. Trenches were dug for night-soil. Graves were kept ready prepared for the dead. Places for purposes of nature were especially set apart. Assistant Civil Officer had charge of all the sanitary arrangements of a camp.

(b) A few sweepers on regular monthly pay assisted by low-caste inmates under the general supervision of the Superintendent.

(c) Kitchens on works same as for (a). No arrangements were necessary at village kitchens, as there was no resident population. The sanitary arrangements were good and ample.

98. There were regular inspections of bazars at all camps. I do not know of a single instance where unwholesome or inferior grain was sold.

99. Prior to the rains the Pimpri and Goolber fruit were ground down and used with juari flour—neither of these is noxious. The fruit of the marking-nut tree (Biba or Bhilawa) was also used. This is a noxious plant which contains poisonous attributes and is likely to prove fatal if used in excess. No instance, however, came to my notice where death had been caused by excessive indulgence in this wild product. As the rains came the people freely used the "Tarota" and "Ambari" plants as vegetables and the seed of a grass called "Barbari," ground up into a kind of flour. Excessive use of these products, especially tarota, induce bowel-complaints to a very great extent. The death-rate in normal years is always highest in the third quarter of the year, *i.e.*, in the months of July, August and September, and is attributed principally to fever and bowel-complaints caused by the use of these vegetables. In the famine year the death-rate in the third quarter was also the highest.

100. During the months of December 1899 to February 1900 there was a large influx of immigrants from his Highness the Nizam's Dominions into the Chikhli Taluk. Statistics kept at the time show that about 20,000 such immigrants were on our works in the Chikhli Taluk during this period. The average total number on works for this period was 63,000, the percentage of immigrants therefore being 31.7.

101. The mortality amongst these immigrants was not separately registered, but from personal knowledge I know it was very heavy, and had the effect of making the district death-rate attain a considerably higher figure than it would otherwise have done.

102. They were made over to relatives, friends or caste-people. So far none have been made over to native institutions or missionaries, and it is not

anticipated that any of the few still remaining (mostly Moglai) will be.

103. I have no suggestions to offer. My experience during two famines has been that the classification of the objects is admirable and covers all the ground necessary.

104. My work lay away from the railway and I have no information on the points raised in the question.

104.—(a) The arrangements were in force to keep the Deputy Commissioner only informed.

105. Up to the rains there was no demand for private labour at all. When the rains broke there were a few complaints that our village works were keeping field labourers away; in such cases the village work was closed.

106. Since the famine of 1896-97 there has been a change in the character of crops sown, inasmuch that the early yielding crop, that is the kharif one, has been more largely sown than the late producing, or rabi, crop, as the following figures will show :—

Year.	Kharif crop. Acres.	Rabi crops. Acres.
1895-96 . . .	785,059	432,975
1897-98 . . .	894,321	317,007
1898-99 . . .	853,160	323,008

(a) Double-cropping has practically ceased since the 1896-97 famine owing to deficient water-supply.

(b) There has been no appreciable difference in the area sown with food crops and money crops as the following figures will show :—

Year.	(a) Food crop. (b) Money crop.	
	Acres.	Acres.
1895-96 . . .	568,431	403,677
1897-98 . . .	588,995	348,143
1898-99 . . .	533,514	398,504

(a) Januari, wheat.

(b) Cotton, linseed, til, etc.

The figures for the famine year 1896-97 are omitted.

NOTE.—This answer refers to the whole (Buldana) district.

107. Yes, but there is a tendency now to substitute cash for grain wages: these cash wages, however, have not risen in proportion with the rise in prices.

108. The Berar Famine Code was followed in its principal provisions wherever possible, but many of its sections are vague and do not give sufficient detailed instructions. In such cases executive orders were issued in detail. I quote as an instance Section 119, which, beyond laying down that, under certain circumstances, kitchens are to be opened on relief-works, gives no instructions as to the management of such kitchens. There is also

no form for inspection of works, or orders regarding disposal of orphans. In both these cases, and in others where the Barar Code was not sufficiently explicit, recourse was had to the North-Western Provinces Code.

109. No Staff Corps officers were employed. Some native officers and native non-commissioned officers from the Hyderabad Contingent were employed as Civil and Assistant Civil Officers and did well. But I do not think many efficient men can be obtained from this source. The duties and responsibilities of a Civil Officer are very heavy, and men of good educational qualifications and administrative abilities are needed: such men can only be had from amongst candidates for the appointment of Naib-Tahsildars, or from the clerks in our offices. The majority of such men during the present famine did splendid work.

110. Very little use was made of non-official agency. It was principally confined to distributing grants of money from the Indian Famine Charitable Relief Fund. Our system of famine relief is so elaborate and complicated, and requires so much individual labour to be successfully carried out, that non-officials do not care to undertake much work under it. I do not think there is much scope for the utilisation of non-official agency under existing circumstances.

111 I am unable to give categorical replies to each of the points raised in this question, but can give a general reply.

As regards (1), the introduction of the Public Works Department sub-gang system (as explained in answer to Question 28) began early in February 1900; the minimum wage was reduced from 12 to 9½ chhattaks in January 1900. Early in March a report on the result of these changes was made. It shows that, on the 27th January 1900, there were nine works open in the Ohikhli Taluk with an aggregate of 77,927 people on them. On the 24th February 1900 there were 12 works open with an aggregate of 65,755 people, that is to say, a decrease of 12,172 people, though the number of works had been increased by 3. During this period cholera had broken out on the two works most frequented by Moglai immigrants, and these had left, in consequence, in large numbers and returned to their homes. It was calculated that a reduction of 8,150, or 55 per cent., was due to cholera. A reduction of 4,177, or 29 per cent., was traced to either the introduction of the new minimum wage or the sub-gang system of work or both. A reduction of 2,021, or 16 per cent., was traced to general improved organisation of the works. These figures, 8,150, 4,177 and 2,021, give a grand total of 14,348, of which numbers 2,176 subsequently returned to the works, thus bringing the net reduction to the original figure of 12,172. The above deals generally with points (a), (b) and (c). As regards (d), fining to a large extent only took place during the last fortnight of March and caused a reduction of about 4,000 persons on the

three works it was principally resorted to. As fining to such an extent was considered likely to have a detrimental effect on the physical condition of the workers, it was promptly stopped by order of the Deputy Commissioner, approved by the Commissioner, Hyderabad Assigned Districts. After this, fining was carried out in moderation on the really lazy and caused no fall in numbers. (c) There was no compulsory residence, the huts were kept for people coming from a distance and were freely used by them. Drafting and the distance test (this latter made effective by the introduction of the central recruiting depôt in the middle of March 1900) were both introduced after the works had been organised and caused no appreciable reduction in numbers, but they had a very deterrent effect in keeping off our works people not in real need of relief. As regards (2) I give below the death-rate of the works in the Chikhli Taluk :—

MONTH.	Total people.	Total deaths.	Per mille.
December 1899	43,866	105	2.4
January 1900	77,929	390	5.08
February „	65,855	942	14.3
March „	68,686	550	8.
April „	70,469	411	5.8
May „	69,162	398	5.8
June „	59,540	407	6.8
July „	52,931	346	6.5
August „	19,569	168	8.5
September „	4,170	52	12.4

I regret I am unable to say how any of the effects (a), (b), (c), (d) or (e) directly operated on the death-rate. I can only give a general opinion as to the increase. I would note that the normal death-rate of the district is 3.31 per mille.

The very high death-rate of February is attributable mainly to cholera. By the end of March the cholera had subsided and the rate dropped

district death-rate for the months of July, August and September 1900 averages 12·05: the average death-rate of the Chikhli Taluk works for the same quarter is 9·1. As regards the last portion of the question, when the change in work was introduced it *did* lead to temporary wandering. The change was not simultaneously introduced on all works: it was unpopular at the commencement, owing principally to the people's innate dislike to innovations of any kind, and so people left the works where it was first introduced and went to works where the old system was still in force. This shifting from work to work, however, ceased as soon as the people realised that the change was being introduced in all works.

112. My experience of the famine generally is that it did tend to disorganise family life, to weaken social restraints, and to relax morality. The first of these was not caused by the system of relief, as every endeavour was made to keep family members together on works whenever they could be found. It was caused by the action of the people themselves. Husbands remained at home and sent their women and children to the works. Again, husbands left a work and went to another without telling their wives and *vice versa*. The remedy for this lies in the people's own hands. The weakening of social restraints was caused by dire necessity. When it came to a choice between a caste prejudice or hunger, the former gave way. I do not think any harm was caused by the setting aside of such prejudices for the time being. I am unable to suggest any remedy.

As regards moral ties, with a large concourse of persons of both sexes brought together, the temptations and opportunities (specially to the lower members of the staff) for immorality are naturally great and one cannot be surprised if, in many cases, they proved too strong. The evil can be mitigated very largely by the good example of the Civil Officer in charge: if he gives a good tone to the camp and keeps his subordinates well in hand, the evil consequences can be greatly minimised.

I would like to add that no actual instances of immorality ever came to my personal notice. I have written the above from what I heard about the existence of such practices, and from a natural conclusion that in such large assemblages of people there are bound to be persons of both sexes prepared to take advantage of their position to gratify their passions.

T. C. PLOWDEN, *Captain,*
Assistant Commissioner.

CAMP VIA BULDANA:
The 11th January 1901.

Captain T. C. Plowden, I.S.C.

Supplementary answers by Captain, T. C. Plowden, I.C.S., Assistant Commissioner, Buldana, to questions drawn up by the Famine Commission.

LARGE PUBLIC WORKS.

42.—In December 1899 a system of proportional payments was prescribed. The task for Class I and II workers was that prescribed in Table No. IX, Appendix V, of the Berar Famine Code. Workers doing less were paid proportionately according to the following scale (prepared on the basis of a grain-rate at 10 seers per rupee, and of course was varied to suit the grain-rate actually prevalent) :—

Scale.

FOR CLASS I.		FOR CLASS II.	
DAILY TASK.	Daily wage.	DAILY TASK.	Daily wage.
Cubic feet.		Cubic feet.	
	a. p.		a. p.
2 cubic feet or less	1 3		
Exceeding 2, not exceeding 2½.	1 6	1½ cubic feet or less.	1 3
Exceeding 2½, not exceeding 3½.	1 9		
Exceeding 3½, not exceeding 4.	2 0	2 cubic feet or more.	1 6.

The above was cancelled in January 1900. So far as the fixed scale was concerned proportional payments were allowed and fining introduced. This order was again cancelled in January, when the sub-gang system (already described) was finally adopted by the Public Works Department.

43.—The maximum wage to start with was—

Class I	.	.	.	.	20	chattaks.
„ II	.	.	.	.	15.	„
„ III	.	.	.	.	8	„

Dependants and non-working children were fed at kitchens or if a kitchen had not been opened were paid the dependant's cash wage. Weakly persons capable of some work were formed into infirm gangs and fed or paid exactly as if they were adult dependants. Infirm gangs were not tasked : tasking could not be enforced as they were bound to be fed, whatever amount of work they did. Infirm gangs were not popular, as the people preferred the chance of earning a cash wage to being fed, so people did not malingering or feign inability to work in order to be put into the infirm gang. I think this is as good a method as any for dealing with weakly persons capable of doing a certain amount of work.

T. C. PLOWDEN, *Captain,*
Assistant Commissioner.

BULDANA :

The 11th January 1901.

KHAN BAHADUR NAWAB MUHAMMAD SALAM-ULLAH KHAN, LATE
SPECIAL RELIEF OFFICER, BULDANA DISTRICT.

The President.—You were Special Relief Officer in Buldana?

A.—Yes.

Q.—What part of the famine relief administration can you speak of?

A.—Gratuitous relief.

Q.—Can you speak of gratuitous relief generally or only in a particular part of the district?

A.—I can speak for the whole district.

Q.—How many *talukas* have you in the Buldana district?

A.—Three—Chilki, Malkapur and Melkar.

Q.—Were efforts made to organize private charity in any of these *talukas*?

A.—Attempts were first made in Malkapur in March or April; in Chilki they were not made at the beginning.

Q.—Did you travel about endeavouring to organize private charity? Did you call meetings of landlords?

A.—Yes, I did so and money was collected.

Q.—And with the money grain was bought?

A.—Yes, and in some places clothes were bought.

Q.—Were these distributions of grain in every village?

A.—No, only in a very few villages.

Q.—Am I to understand it was done only in the richer villages?

A.—Yes.

Q.—And in the poorer villages there was no such organization?

A.—Generally there was a scheme for the whole *taluka*, but it operated in a few villages; the rest of the money was given to the Indian Famine Charitable Relief Fund.

Q.—How was it expended?

A.—It was given to cultivators to purchase seed for sowings and also for the purchase of cattle.

Q.—There was no *panchayat* who took over the distribution of charitable relief in any particular village?

A.—No.

Q.—Your business was to look after the distribution of private charity?

A.—No, Government charity.

Q.—Did you travel to every village and to every *tahsil*?

A.—Yes, almost every *taluka*.

Q.—With the object of getting lists of gratuitous relief prepared?

A.—Yes.

Q.—In every village a list was prepared. What people were brought on to the lists?

A.—Those eligible for gratuitous relief under the Code.

Q.—In the beginning you had not a very large number on relief, up till February your relief lists were under 3,000. After that they rose. Why did they become greater?

A.—The organization was going on: the establishment was not complete till then.

Q.—In the commencement your charitable distribution was by grain doles?

A.—Yes.

Q.—Later on kitchens were established?

A.—Yes.

Q.—Now which do you prefer?

A.—I prefer doles.

Q.—Will you give me the reasons why you prefer doles?

A.—In doles the grain is given to people of all castes and even the higher castes can take it, cripples and infirm as well. Besides it can be more easily managed: when grain is given, inspecting officers can check it. In kitchens the food is given in large quantities in every village and there is no proper check. Then there is no proper medical help for the helpless in kitchens, although cripples and sick persons collect there in large numbers.

Q.—Do you think this collection of cripples and sick leads to the outbreak of disease?

A.—It might do so, and when disease comes it is very difficult to send the people away.

Q.—Which would attract the largest numbers—kitchen or grain doles?

A.—The grain doles.

Q.—In the kitchens was grain given for so many for a particular day, or was the quantity left to the discretion of the *moharrir*?

A.—The names of the people were entered on a roll and the food was given according to the prescribed rations.

Q.—Do you think that fictitious names used to be brought on to the register?

A.—Possibly.

Q.—Had you reason to suspect that?

A.—Yes, when cholera comes it is very difficult to look after the people in kitchens. If people are on doles they are in their villages and there is no crowding.

Q.—Were kitchens far from each other?

A.—They were ordered to be four miles apart, but there were many difficulties, such as want of *banias*, and we could not always manage to have them that distance apart.

Q.—In the administration of kitchens or of grain doles was there much unofficial agency employed?

A.—In every village where there was a kitchen or grainshop, there was a committee appointed headed by the *patel* and *patwari*.

Q.—Is it your experience that the village community are disposed to impose upon Government in respect of village relief and to put on more persons than needed?

A.—No, I don't think so. Of course there are cases in which this is done.

Q.—In the majority of cases it is not done?

A.—No.

Khan Bahadur Nawab Muhammad.

Answers by Khan Bahadur Nawab Muhammad Salam-Ulla-Khan, late Special Relief Officer, Buldana District, to questions drawn up by the Famine Commission.

1. The outlook at the commencement of the rains was normal. Sowing operations had been completed. Rain commenced in the 1st week, but it was scanty, and gradually decreased after July, when people got alarmed, but did not altogether give up hopes till the end of September, and struggled hard to save the cattle. The harvest of the two preceeding years had been good or normal.

2. Yes. The kharif crop sowings were up to normal. This I say by my observation. I have no statistical figures to go by.

4. There was no harvest at all. The juari crop in certain parts of the district had grown to the height of 3 feet and dried up for want of rain. The juari stock so dried was cut down and used for purposes of fodder.

8. Two metal-breaking works were opened in September under the District Board as test-works, and the task was exacted as described in the Revised Berar Famine Code.

12. Local inspection and control were managed by a chain of officials ranging from a Special Relief Officer, through Special Relief Naib-Tahsildars to Circle Inspectors, village officials being held responsible for their villages. The Deputy Commissioner exercising general control and supervision over all. This system was begun in November 1899, and completed by the 15th December 1899; when the Special Relief Officer resigned at the end of September 1900, his inspection work, etc., were passed on to Taluq Officers; but the Taluq Officers all through assisted in the inspections.

15. Test-works of stone metal-breaking under the supervision of the District Board were commenced first, which were subsequently handed over to the Public Works Department as relief works.

52. Small village works were mainly useful in getting the people back to their villages from the larger relief works. They were intended to give the people relief until such time as sufficient field work was available.

53. The work consisted mainly of improving and repairing roads within and about villages, approach roads to villages, and roads to sources of principal water-supply. Other work consisted of cleaning village sites and carrying broken stone metal along the main Public Works Department roads.

54. These works were under the supervision of the Civil authorities by direct management.

55. This question has been answered in 54 above.

56. Not in the petty village works which were under the immediate management of village officials. Some of these works were carried out under the supervision of Work Agents and Time-keepers, and on these works an attempt was made to work the Code task system. On these village works wages were given in the form of grain—12 chattaks, 8 chattaks, and 6 chattaks, and subsequently it was reduced to 10, 8 and 6 chattaks respectively.

57. People of each village were employed at their own villages on small village works, and the village officials were responsible that only those needing relief were admitted; and on the larger village works admission was only made on a ticket from the village officials certifying that the person needed relief. This system has been very successful.

58. No village works were opened near large relief works. Proximity of these two kinds of works was particularly avoided.

59. Yes, my experience leads me to form an opinion that small village relief works are most desirable at the beginning or approach of the rains for sending people to their villages from large relief works where water-proof sheddings for their protection in the rains were generally insufficient and defective; moreover, people would stick to large relief works and field work would consequently suffer.

60. No; there are no aboriginal tribes in this district.

61. No forest and fodder works were opened in this district; but a large number of labourers earned their livelihood by selling grass which they collected and brought from the State forests on paying 3 pies per head-load. In the month of May this tax was abolished and the State forests were free to these labourers.

62. No.

63. Dependants were relieved—

- (a) On large works in kitchens with cooked food, which was given twice a day.
- (b) On village works in State kitchens at villages with cooked food, which was given once a day.

64. There were four forms of gratuitous relief :—

- (1) Village dole given in grain.
- (2) Kitchens at relief work camps.
- (3) Poor-houses.
- (4) State kitchens.

My knowledge of the large relief works is very limited. The largest number relieved by gratuitous relief under my supervision was in the State kitchens.

70. I am not aware of the provisions of paragraph 141 of the Report of the Famine Commission of 1880, but the gratuitous relief given in this district did not go beyond the classes mentioned in the Revised Berar Famine Code.

71. There were three poor-houses in this district, one at the head-quarters of each taluq. The poor-house at Mehker was opened on the 14th November 1899; the poor-house at Chikhli was opened on the 25th January 1900; and the poor-house at Malkapur on the 1st March 1900. Beggars, not being able-bodied, old, infirm, emaciated, sick, orphans, and cripples, were admitted in the poor-houses, and the number had reached to 2,000 at Chikhli and Mehker.

72. Yes; for emaciated and weak vagrants; the poor-houses were used as depôts, and also immigrants of the above description were admitted in them, but persons who refused to work on relief works were not sent to poor-houses as a punishment.

73. Yes; measures were taken at all inspections by the Special Relief Officer and the Special Relief Naib-Tahsildars to weed out the poor-houses and to send fit people to relief works or to their homes, and besides this the poor-house committees made such weeding every week and they were guided by the Medical Officer in making the selection.

74. Altogether 59 State kitchens were opened in this district. Out of these—

(a) Before the rains	.	.	.	44
(b) After	„	.	.	15
TOTAL				59

75. The village kitchen ration was the same as prescribed for the dole and poor-houses in Section 102 of the Revised Berar Famine Code. Only this much alteration was made, that oil was not given as laid down in Section 102, it being too much for the want; so one chattak of oil was allowed for 25 persons. Meal was served only once a day, at noon, in kitchens, and people were not compelled to feed on the premises; they were allowed to take away the food.

76. Yes; no civil kitchens could be opened within a radius of 4 miles of a relief work.

77. No gratuitous relief was given to anyone excepting those classes mentioned in the Code.

78. High-caste Kunbis were appointed cooks to whom the majority of the Hindus would not take objection.

At the commencement when kitchens on works were opened, the Hindu castes, except the low ones, disliked the idea of taking cooked food at kitchens,

but they soon got over it, and only people of high castes or having caste prejudice could not, and did not, take food from the kitchen. These were generally of the following castes :—

- | | |
|---------------|------------------|
| (1) Brahmins. | (5) Lingayets. |
| (2) Jains. | (6) Brahmin Jai. |
| (3) Khattris. | (7) Marwaris. |
| (4) Tailors. | (8) Rajputs. |

(9) Lads.

People having relation to high families always objected to going to kitchens.

79. The kitchens at the relief works were under the supervision of the Civil Officers. State kitchens were managed by Local Committees amongst whom the village officials were included. These kitchens were constantly inspected by Circle Inspectors, Relief Naib-Tahsildars, Special Relief Officers, and the Taluq Officers.

80. No cheap grain shop was opened in this district, but a Juari Committee was established at Malkapur by the influential members of the community, and they sold cheaper to the poor than bazar price.

89. All classes of people excepting the well-to-do class were in receipt of relief.

90. Yes; in my experience people did come to relief works more readily than in the former famine, and the reason for this readiness, in my opinion, is this, that there was no other source of earning livelihood available for them as had been the case in the former famine.

91. There was a decided contraction of private credit; money-lenders were most averse to granting loans to the great majority of their debtors. There was also reluctance on the part of the people to exhaust their own resources.

92. Yes; I think the tests of the Code are sufficient to prevent persons not in need of relief from seeking it.

99. In the commencement people supplemented their food with the fruit of peepal, pimpri and goolhar trees; and when this was exhausted occasionally they ate bhillawas and behada nuts. The former fruits had not any bad effect on the health so much as the latter had. After the fall of the rains, when the wild vegetation grew up, they most freely used all kinds of them, the principal being tarota leaves. Some people also ate badbada seeds and have kept it in store for future use.

100. Yes; I observed much immigration from the territory of His Highness the Nizam, which is bordering this district, but I cannot say to what proportion. Immigrants from long distances were also found in the district, but their number was insignificant.

102. The orphans were given to their relatives, and some to respectable people.

104. No. I did not hear of any such complaint.

105. Yes; there were a few complaints that labourers were unwilling to go to private field work, preferring remaining on the small village relief works; this was checked by closing such works where the demand for labour was sufficient to give them work.

106. Yes; the kharif crop is largely sown on account of the uncertainty of the monsoon of the last few years, for the unsuccessful kharif crop can be replaced by the rabi crop. There is not, however, an increase of double-cropping.

107. Yes; the practice of paying wages in grain for field labour still prevails in this district, and an attempt was made to replace it by cash payment, but it has not been very successful.

110. As far as gratuitous relief is concerned great use was made of non-official agency in supervising the dole and kitchens, and most valuable assistance has been rendered by such agency.

[NOTE.—My knowledge of the large relief works is very limited I have therefore not answered the questions referring to those works. I have also omitted answering such other questions on the points which did not come under my direct observation.]

MUHAMMAD SALAM-ULLA-KHAN,
Late Special Relief Officer.

BULDANA:

The 15th January 1901.

MR. A. HIGGINS, M.I.C.E., SUPERINTENDING ENGINEER, HYDERABAD
ASSIGNED DISTRICTS.

The President.—Are you the Superintending Engineer of Berar?

A.—Yes.

Q.—When did you join your appointment?

A.—In February 1900.

Q.—Are you acquainted with the state of Berar from the commencement of the famine?

A.—I was in the province from the beginning of December.

Q.—Where were you before December?

A.—I was on leave in England.

Q.—What district were you in charge of as an Executive Engineer?

A.—Akola and Basim districts.

Q.—When you joined in December were relief works open?

A.—Yes, but there were not many workers then.

Q.—How many works had been opened in Akola when you took charge?

A.—Nine works.

Q.—Were they scattered over the district or were they concentrated?

A.—Scattered over the district.

Q.—What was your organization for the control of these works? Had you an officer in charge of each district under you, or did you follow the Central Provinces' system of sub-dividing the district and appointing a Sub-divisional Officer in charge of each sub-division?

A.—At first we carried on the works with the ordinary Public Works establishment. There was one Executive Engineer in charge of three districts. Each district had a Sub-divisional Officer, who was either an Assistant Engineer or an Upper Subordinate.

Q.—Had he charge of the whole district?

A.—Yes.

Q.—How did you increase the supervising establishment?

A.—We did it gradually.

Q.—Did you leave the district in charge of the Upper Subordinate Officer throughout the famine?

A.—No. The district was divided into sub-divisions. Each *taluka* was generally made into a sub-division.

Q.—How many *talukas* had you in the district?

A.—In the Akola district we had five *talukas*.

Q.—In each of these *talukas* you appointed an Upper Subordinate to hold charge?

A.—Yes, in most cases.

Q.—Some Sub-divisions had Upper Subordinates and some had Lower Subordinates?

A.—Yes.

Q.—Practically was there a separate establishment for each work?

A.—Yes.

Q.—Had you a fixed scale for each work in accordance with the number of workers?

A.—Not at first, but later on we had.

Q.—When works were begun you were not ready with the scale of establishment necessary for the work which had to be done?

A.—No.

Q.—What scale did you adopt? You had an officer in charge with two officers and a *moharrir* under him and so forth?

A.—Yes.

Q.—Did you follow the scale of the Central Provinces or of the North-Western Provinces?

A.—Of the North-Western Provinces.

Q.—In the beginning you had not got this ready; you got it ready as soon as you came?

A.—Yes.

Q.—Did you find considerable difficulty in getting suitable men for the work?

A.—Yes, great difficulty.

Q.—Were you ready with tools and plants, or did you make shift for them too in the commencement?

A.—We had to do as best we could.

Q.—The result was that people came on your work in excess of the number for whom you were prepared?

A.—Yes, it was particularly marked in certain districts, chiefly the Buldana district.

Q.—Was the Public Works organization less strong in the Buldana district than it was in other districts?

A.—Yes, it was.

Q.—Do you attribute the excess of numbers in the Buldana district to any weakness of the Public Works organization?

A.—Undoubtedly so in some cases.

Q.—The effect was that people were not made to do a full task?

A.—Yes.

Q.—The result of that was that certain people have been relieved who were not in need of relief?

A.—Yes.

Q.—How long was that more marked in the Buldana district than elsewhere; am I right in thinking that it prevailed in the rest of the districts to a greater or less extent?

A.—It did.

Q.—Were you able to put yourself abreast of the necessity of the situation?

A.—Not till March.

Q.—From March the number fell?

A.—No, the numbers did not fall: for though people who had sufficient to live upon left, their place was taken by those who required relief later, and the numbers went on increasing.

Q.—So that there was also an element of pressure from real scarcity which sent people on works?

A.—Yes, there was.

Q.—I understand that from the commencement your system was that of a minimum wage?

A.—Yes.

Q.—Was that system ever changed for the intermediate system?

A.—No, I made a mistake in saying that; on test works they had a minimum wage. I had no dealings with those works.

Q.—You only had experience of the Code-task system, that is a task with a minimum wage?

A.—Yes.

Q.—Was it your experience that a majority of the people were satisfied with the minimum wage and earned no more?

A.—It was so.

Q.—Do you think that if the system of payment by results had been in force this majority would have been reduced?

A.—Yes.

Q.—The result was that you were compelled to reduce your minimum wage?

A.—Yes.

Q.—You had restored the original minimum wage by May?

A.—By the end of April. We made the reduction in the middle of January and continued it till April.

Q.—What was the reduced minimum wage?

A.—9½ *chhataks*.

Q.—Did you find that after the reduction of the minimum wage the labourers showed signs of physical deterioration?

A.—None whatever as far as I could see.

Q.—Had you kitchens on your works for feeding the dependants and children?

A.—We had from February.

Q.—Not before that?

A.—Not generally, but some were started.

Q.—When the rains were coming on did you take any steps to send people off to their homes by stiffening the task or by reducing the wages?

A.—Yes, in the beginning of July.

Q.—Did not the rains commence from May?

A.—No, we had a little rain in the middle of June. The rain in Berar broke about the 10th of June.

Q.—In anticipation of the fall of rain did you take any steps to encourage people to go to their homes?

A.—Yes. Village relief works were opened so as to get the people back to their homes.

Q.—When were the village relief works opened?

A.—They began at the end of May.

Q.—There was no great policy of village relief work before May?

A.—No, there was practically none.

Q.—Simultaneously with your village relief works was there any stiffening of the task on public works so as to compel the people to go to the village relief works?

A.—No, not till the beginning of July.

Q.—In July did you find that the people were not going to the village relief works?

A.—Yes.

Q.—Was the task on village relief works less than that on your public works?

A.—It was slightly less.

Q.—So that in May and June people preferred to remain on your public works to going to their village relief works or to their fields?

A.—There were some who were keen to go to the village relief works.

Q.—They did not go in numbers until July?

A.—They went in June and July.

Q.—Your village relief works were opened on a large scale in July?

A.—Yes.

Q.—When you say that in July you stiffened your tasks on your works, was it in order to drive people to the village relief works?

A.—Yes, and we also reduced the wages.

Q.—The effect of that was a tremendous drop in August; you got nearly the whole of them off?

A.—We reduced the wages in the beginning of July and still further in August and September.

Q.—When did you close your works altogether?

A.—Practically by the end of October.

Q.—Can you give me any information as to whether there was an increase in the village works simultaneously with the decrease on your Public Works? What I want to know is whether the people left your works to find occupation in the fields, or whether they went on to the village works?

A.—They certainly went to their occupations in the fields.

Q.—Did you take steps to contract the number of your works?

A.—Yes, in August and again in September.

Q.—Did that send people off your works?

A.—Yes.

Q.—Are you aware that simultaneously with that contraction of work there was any rise in mortality in the districts, which might be accounted for in any way by this contraction of work?

A.—No, there was none.

Q.—I want you to tell me what was the status of your officers? I infer from your statement that the Deputy Commissioner had less control and less authority over the relief works in Berar than in other provinces. Could the Deputy Commissioner interfere with the management of relief works in Berar?

A.—He could.

Q.—Could he go on any relief work and give any orders to the officer in charge to set right anything that he might see was wrong?

A.—Yes, certainly. It was entirely in his hands to give any orders.

Q.—Who fixed the task?

A.—That was done by the Superintending Engineer with the consent of the local administration.

Q.—Who fixed the wage scale?

A.—That was done by the local administration.

Q.—That is to say the local administration issued orders for a 10-seers basis or 12-seers basis?

A.—Yes, as far as I know, it was left to the Commissioner to subsequently alter them.

Q.—Suppose a Deputy Commissioner of a district went on a Public Work and found that some of the arrangements were bad, that there was no plan marked off for people to go for purposes of nature, or that everybody was allowed to go to the well attached to the work and dip his *lota* in it, or that the books showing daily work were badly kept—was he entitled to immediately direct that a particular place would be reserved for the purpose of latrines, or that a caretaker or *moharrir* should be placed over any particular well, or that water should be drawn in a particular bucket?

A.—The Deputy Commissioner had authority to give orders about all kinds of arrangements regarding latrines, water-supply and so on.

Q.—Would the Deputy Commissioner have to enter this order in the note-book and give notice to the Sub-divisional Officer that this order was issued?

A.—No.

Q.—He could issue his order at once?

A.—Yes, but he usually put his order in the note-book.

Q.—There was no doubt about the Deputy Commissioner having authority in matters of that description?

A.—No, but it was very seldom that the Deputy Commissioner interfered with the management of the work. If he found that the books were not properly kept he would write to the Executive Engineer. But he had authority to give the order on the spot. Everything in connection with water-supply and sanitation was in the charge of the Charge Officer, who was directly under the Deputy Commissioner.

Q.—What were working children given?

A.—Working children of 10 to 14 years of age got 10 *chhataks*.

Q.—And adult dependants?

A.—They got 12 *chhataks*.

Q.—Was it your experience that the scale was too liberal and that the people could have been kept in good health on a lower scale?

A.—Undoubtedly so, when a man goes to work with several members of his family.

Q.—If the majority of people only earned 12 *chhataks*—the minimum wage—and still kept good health, the inference is correct that 12 *chhataks* was enough for them and that 19 *chhataks* was too much?

A.—Yes, undoubtedly. For a great part of the time most of them were on the minimum wage and kept excellent health.

Q.—They did not do a full day's work?

A.—No, they did not attempt to do it.

Q.—Taking famine in time, do you think one digger and two carriers can easily do, after a little training, 100 cubic feet of earthwork instead of 70 cubic feet?

A.—Yes.

Q.—That being so, would you not be justified in increasing the task and introducing the intermediate system without the minimum wage?

A.—Most certainly.

Q.—If you had to do this thing over again would you prefer that system to the system of Code-task work with the minimum wage?

A.—Most certainly.

Q.—Do you think that the intermediate system as so modified would give sufficient relief?

A.—Yes, most certainly.

Q.—You would have kitchens attached where dependants would be fed?

A.—Yes, otherwise you would not be able to get on in the case of acute distress.

Q.—Would the success of the intermediate system depend on taking the famine in time?

A.—Yes. If you allow the people to run down before starting the intermediate system there would be some risk.

Q.—Did the people work up to the amount required for earning the minimum wage?

A.—As a rule they did not.

Q.—Was residence on work compulsory?

A.—To a very small extent.

The President.—There was no system of selection on your works?

A.—No, everybody came who liked.

Q.—In Ellichpur the task was adjusted according to distance?

A.—Yes. People who came a short distance did a fuller task than those who came from a long distance. The experiment was abandoned.

Q.—Did you find that reducing the task in accordance with the distance had any effect in stimulating the people to work, or were they still satisfied with the minimum wage?

A.—They were still satisfied with the minimum wage.

Q.—So that the distance reduction had practically no effect?

A.—It was found unnecessary.

Mr. Nicholson.—Would you consider it unnecessary to make people from a distance earn more than the minimum wage?

A.—I would suggest that at first people from a distance should be fed at the kitchen, so that they might acquire strength to work, even though it might be to a very limited extent. But it was against the rule to feed them in the kitchen. The orders were to send those who could not work to the poorhouse; and if the nearest poorhouse was ten miles away, that was not feasible.

Q.—Did the Berar Code provide a Sunday wage and direct that a worker should be allowed 25 per cent.?

A.—Yes, and Sunday wage was given.

Mr. Bourdillon.—With regard to your answer to question 10S, had the reduction of the minimum wage to 9½ *chhataks* or penal wage any effect?

A.—It had very little effect in the Buldana district.

The President.—Can you recall any particular work upon which immigrants came from Hyderabad?

A.—Yes, in the Buldana district especially.

Q.—Can you recall any particular work in which there were as many as 10,000 or 20,000 people working?

A.—There was one work in which at one time there were between 17,000 and 18,000.

Q.—Out of that 17,000 or 18,000 how many were immigrants from Hyderabad?

A.—I was referring to the numbers in January when the immigration had not developed largely, but I should say at that time there were about 2,000 immigrants on that work.

Q.—Did that work continue in the hot weather?

A.—It did.

Q.—Did immigrants increase on it?

A.—No. They went to the Basim district and the numbers on the work I mentioned above were reduced to 6,000.

Q.—Do you think that on your works there were 20,000 labourers from the Nizam's territory?

A.—I cannot say; a census was taken and I believe the Commissioner has got the information on that point. It is very difficult to fix the actual number.

Q.—Apart from those working upon your works, did it come to your notice that there were wanderers from the Nizam's territory, endeavouring to pick up a little livelihood?

A.—I do not think so. They came chiefly to our works.

Q.—Were they in a reduced state?

A.—Yes. They came from 100 miles away, and apparently did not leave their villages until they were in a very reduced condition.

If I may make a suggestion with regard to the Charge Officer I think he ought to be placed under the orders of the Public Works Department.

Q.—By Charge Officer, do you mean the officer in charge of the works?

A.—Yes, the Special Civil Officer.

Q.—They were under the Public Works Department.

A.—No, they were entirely under the Deputy Commissioner.

Q.—The rule is that they are deputed to work under the Executive Engineer?

A.—No, that is not in our Code.

Q.—It ought to be?

A.—I certainly think so. It is chiefly due to the Charge Officers not being under the Public Works Department that the state of the Buldana district was as bad as it was.

Q.—How is that? Was there friction and clashing between the two authorities?

A.—Yes, I have not the least doubt, although I never could prove it, that the Civil Officers and their pay clerks and cashiers made it generally known amongst the work people that they need not do any work at all, and that they would still get the minimum wage.

Q.—So that the efforts of your officers to exact the fair task were unavailing?

A.—Yes, in the Buldana district.

A. Higgins.

Answers by A. Higgins Esq., M.I.C.E., Officiating Superintending Engineer and Officiating Secretary to the Resident, Hyderabad, Public Works Department, to the questions drawn up by the Famine Commission.

The famine of 1899-1900 in Berar, or the Hyderabad Assigned Districts, is referred to below.

I arrived in India from leave at the end of November 1899, and was placed on famine duty early in the following month. I had, therefore, no personal acquaintance with the preliminary steps taken in connection with the famine during August to November 1899.

1 to 5. There is no information on these points in this office.

6. The necessity of relief was assumed from the fact of crop failure, but test works were also opened in good time to determine whether famine was imminent.

7. No information on this point in this office.

8. Test works were opened by District Officers in October and November 1899, in accordance with the rules in the Berar Famine Code. There is no information in this office as to the tests that were applied to gauge the extent of the distress.

9. (a) Lists of relief-works were not ready. They were prepared during September and October 1899, and were added to from time to time later on in the famine.

After the famine of 1896-97 steps were taken to prepare a programme of relief-works for the next famine, with matured plans and estimates, but its preparation was retarded by the delay in the receipt from the Civil authorities of lists of proposed works. It was apparently considered that such works would not be again required so soon after the last famine.

There was, however, no delay at any time during the famine in providing suitable work for the relief workers as they came in.

(b) No scales of establishment in the Public Works Department had been made out, nor were lists of candidates qualified for famine service kept up.

10. Large public works formed the backbone of the relief system. A programme of village works was not ready in reserve from the beginning. It was made out during April and May 1900. Village works were not started anywhere in Berar before June 1900.

11. Test works were the first of the relief measures adopted. There is no information in this office as to the sequence of the other relief measures adopted.

12 and 13. No information in this office.

14. Irrigation wells can with advantage be made in many parts of Berar. Comparatively few have been made hitherto, as the crops most largely grown, such as cotton, juari, tuar, wheat, linseed, gram, lac, and oilseeds, very seldom require irrigation owing to the annual rainfall generally providing all the moisture they require. Well irrigation is confined almost exclusively to such crops as sugarcane, vegetables, and chilly.

The average depth of the water-level below the ground surface in Berar varies considerably according to the locality. In the valleys of the plateau forming the southern part of the Province the average depth was from 20 to 30 feet in December 1899 when I first observed it. In the land at the foot of the hills along the north of the Province the average depth was from 20 to 30 feet as late as April and May when I observed it.

In the main central valley of Berar subsoil water was very scarce during the late famine, as it always is, except at a great depth (60 to 80 feet) below the ground surface. Irrigation wells could with advantage be made in many parts of the plateau forming the southern part of the Province, and in the land at the foot of the hills along its north side.

Information regarding the other parts of this question is not available in this office.

15. Test works were first undertaken. They were comparatively very few in number, and consisted of stone-metal collection at quarries and removal of silt from tanks. They were not ordinary works, but were started specially for the occasion. They were under the District Boards, and were under the supervision of the Board Overseers controlled by the Deputy and Assistant Commissioners.

16. The tasks prescribed in the Berar Famine Code were adopted, and the tasks were different for men, women and children. The same tasks were required from all, irrespective of previous occupation, but not of sex.

17. It was ordered that task work should be adopted, and that maximum wage should be paid for the full task, otherwise only the minimum wage. There was a maximum and a minimum, but no intermediate wage. There was a rest-day allowance (the minimum wage) and an allowance to dependants.

18. There were comparatively very few test works. The people requiring relief came on with a rush early in December 1899, and were taken on to large works in charge of the Public Works Department. The test works were converted into regular relief-works in December 1899 and January 1900.

19. Large public works were first opened.

20. These were under the the control of the Public Works Department.

The scale of supervising establishment was prescribed early in December 1899, and the establishment was got in as required. It was not ready beforehand for the works first started, and there was some difficulty in getting it during December 1899 and January and February 1900, but after that the difficulty decreased as trained men were drafted from existing to newly opened works.

There was no delay in opening works; but owing to want of supervising establishment, and of sufficient tools, at first the workers could not be properly tasked.

There was great difficulty in obtaining sufficient tools, as the Indian markets had been cleared of these for relief operations in the Bombay Presidency, in the Central Provinces and Central India. This difficulty continued until as late as March 1900.

21. The works were divided into charges. Endeavours were all along made not to let the number of a charge exceed 7,000 workers and dependants, but this number was in some cases exceeded, chiefly in the Buldana District, owing to rushes of people on to the works. The number was in such cases reduced to about 7,000 by drafting the surplus on to other works. In the Amraoti, Ellichpur and Wun districts, most of the charges comprises from 2,500 to 3,000 people each, as the total numbers who came on to relief works in these districts were smaller than in the Buldana, Basim, and Akola districts, owing to the distress being less acute in the former than in the latter.

It was found that the total number in one charge should not be allowed to exceed 7,000, as the people could not be properly controlled when they exceeded this number.

22. Each charge had its own establishment. For a relief work on which the total number was about 6,500 to 7,000, i.e., about 5,600 workers and 900 to 1,400 dependants, the establishment provided was generally as under—

1. Special Civil Officer on Rs50 to Rs75 per month.

1 Camp Overseer, Upper or Lower Public Works Subordinate.

1 Lower Subordinate (Public Works).

4 Work Agents on Rs35 to Rs50 each per month.

20 Time-keepers on Rs10 to Rs15 each per month.

4 Store-keepers on Rs10 to Rs15 each per month.

1. Cashier on Rs35 per month.

10 Pay clerks on Rs15 to Rs20 each per month.

If the number of workers exceeded 5,600, the establishment was increased by—

1 Assistant Civil Officer on Rs35 per month for every additional 2,800 workers.

1 Lower Subordinate for every additional 2,800 workers ;

and the numbers of work-agents, time-keepers, and pay clerks were proportionately increased.

The Camp Overseer in such a case was always an Upper Subordinate.

The arrangements prescribed beforehand for hutting the people, for conservancy or sanitation, and for water-supply, are given at length in Appendix IV of the Berar Famine Code, a spare copy of which is attached ; and these were as a rule strictly adopted, except with regard to the huts, which were not everywhere made of bamboo matting, though they generally were. At several camps the huts were made of branches and leaves of trees, cotton stalks, etc., which were found suitable in dry weather. For the monsoon water-proof huts were provided.

At every large work a bazaar was provided under the control of the Special Civil Officer, and it was well supplied with good and wholesome food which the workers bought for themselves at fixed rates.

Every relief-work had sufficient medical and hospital accommodation, and a supply of medical necessaries. Most of the works had each a medical officer (Hospital Assistant), but in some cases one officer had to attend to two works.

23. Admission to the works was free to all persons ready to submit to the labour tests.

A distance test was insisted on in some cases, but in most cases it was not. Residence on the works was compulsory in only a few cases.

24. From 16 to 25 per cent. of the population in the three most severely affected districts, viz., Buldana, Basim, and Akola, were at one time on our relief-works. If we assume that 20 per cent. of the population on the average are likely to resort to relief works, which is not too high a figure in my opinion, a large work containing 10,000 people would serve a population of 50,000. The density of population in most parts of Berar being about 200 to the square mile, such a work would serve $\frac{50,000}{200} = 250$ square miles.

Applicants for relief travelled in many cases from 10 to 15 miles from their homes. A good many who came from the Bombay Presidency and from Hyderabad territory travelled 50 to 100 miles.

25. Officers of the Public Works Department were subordinate to the Civil authorities in all except strictly professional matters. The professional matters included the control of all Public Works establishment as regarded its distribution, etc., etc.

26. There was a Civil Officer for each charge. Most of the Civil Officers were, before their appointments as such, clerks in civil offices and Assistant Masters in schools. They were nearly all Hindus, and mostly Mahratta Brahmins. A Civil Officer's salary varied from Rs 50 to Rs 75

157

per month. The local representatives of the Public Works Department were subordinate to the Civil Officer in all but professional matters.

The Civil Officer had not authority to order Public Works subordinates as to how or when work should be measured, but he had authority to see for himself if measurements were correctly and punctually made, and to bring to the notice of the Civil authorities all defects he might notice.

The Civil Officer had full authority to see that the orders of Government were being followed in all the matters mentioned at the end of paragraph 426 of the Indian Famine Commission Report of 1898, except with regard to the calculation of wages, which was done by the Public Works subordinates. The classification of workers was at first done by the Civil Officer, but if any changes were subsequently found necessary, they were made by the Civil Officer in consultation with the Public Works Camp Overseer.

27. No. If the prescribed tasks required alteration, the alteration was made under the orders of the Executive Engineer in charge of the Division, with the approval of the Superintending Engineer.

28. The gangs consisted of about 50 workers each, and were each divided into 3 or 4 sub-gangs. Each sub-gang was composed, as far as possible, of members of one family, or, if that was not possible, of members of one village.

On *stone metal collection* works each sub-gang consisted of—

- 2 to 3 Class I (men) quarrying stone chips.
- 8 Class II (women) breaking chips into metal.
- 1 to 2 Class III (children) carrying chips.

On *earthwork* each sub-gang consisted of—

- 4 Class I diggers (men).
- 6 to 12 Classes II and III, carriers (women and children.)

The work of each sub-gang was measured, and all the members of it paid according to results. The work of individual workers was not measured.

There was usually no difficulty in securing village or family gangs.

29. The classification of labourers was the same as that in paragraph 445 of the Report of the Famine Commission of 1898 up to the end of January 1900. From the beginning of February 1900, this classification was slightly modified by raising the edge of working children to 10 to 14 years from 8 to 12 years as it was before.

The adult dependants, Class IV, were, however, not sub-divided in the returns into two sub-classes, as recommended in paragraph 445.

Class V was sub-divided from the beginning of February 1900 into—

Non-working children	.	.	10 to 14 years.
"	"	.	7 to 10 "
"	"	.	Under 7 "

The only changes made in tasks were in earth-work, and these tasks were increased for Classes I and II early in January 1900. The original tasks were found to be too light and were therefore increased.

No allowance was made for the distance the workers had come to the work, as this was not found necessary.

34. The scales of wages adopted from time to time, as shown in the tables of wages attached, were adequate, except that the minimum wage for Classes I and II, *viz.*, that based on a 9½ chattak grain equivalent, which was introduced about the 10th January 1900, was found insufficient, and was raised about the 25th April 1900 to a 12 chattak equivalent, at which it was originally fixed.

The workers were throughout the famine in good condition, as far as I could see. From the fact that complaints were occasionally made by workers of thefts of small sums of money from them, which they had apparently saved out of their earnings, I should say that a good many did save a small proportion of their wages.

I cannot say for certain if copper coin returned freely to the Banias on the works, but to the best of my knowledge it did. At first there was considerable difficulty in obtaining sufficient copper coin, but this difficulty ceased within a month or two of relief-works being opened.

35. A rest-day wage was given. I am in favour of a rest-day wage.

36. The minimum wage is not too high in my opinion. Fining for short work should, in my opinion, be continued down below the minimum wage to payment in proportion to work actually done when it is evident that short work is due to contumacy on the part of workers, and not to weakness. Such fining should, of course, be judiciously done, and no one below the rank of a Public Works Sub-Divisional Officer should be allowed to inflict such fines.

37. The minimum wage was allowed at the outset. This minimum was reduced from a 12 to 9½ chattak grain equivalent during February, March and April 1900, as stated above in reply to question 34, but was raised to a 12 chattak equivalent early in May. The 9½ chattak wage was practically a penal one, and there was a tendency to fine down to it. It became the wage generally earned by the greater number of workers in Berar. I attribute this to a determination on the part of most workers to do as little work as possible. The effects were said to be deterioration in the health of the workers.

38. Payments were made daily as a rule. In my opinion daily payment should be insisted on, as they prevent fraud, which would be likely to occur if weekly or bi-weekly payments were adopted.

39. New-comers and all were paid daily.

40. Payment was made to each individual; and in my opinion this method is better than that of payment to the head of the gang or sub-gang.

41. I am sorry I cannot supply this information, as I have not got it in my office, and it would delay my submission of these replies if I were to get it from Divisional offices in Berar, where it is to be had.

42. No system of payment by results was in force in Berar at any time during the famine.

43. Kindly see my reply above to Question 29. The wages there shown, except (4), were the maximum wages.

Non-working children at the beginning of the famine received payment in coin, but as soon as kitchens were established at relief-works, *i.e.*, from about the middle of February 1900, they were fed at the kitchens. For infants-in-arms, one pice extra for each was allowed to the mothers.

Working children were paid in coin up to near the end of September 1900, after which they were fed in kitchens. Infirm workers were paid in coin until kitchens were established, after which most of them were fed in kitchens. They were all fed in kitchens from about the middle of March 1900. The infirm workers had very light (generally nominal) tasks to do, and their wage was on the 12 chattaek basis like that of adult dependants. In my opinion the system adopted is preferable to piece-work at favorable rates; but then I have had no experience of the latter system either with able-bodied or infirm workers.

44. Contractors were not employed at any stage of the famine except that, at first, at some stone-metal collection works, the stone chips were supplied by petty contractors. This was however all stopped early in February 1900, and after that all work was done by task work.

45. The payment-by-result system was not tried at all in Berar during the late famine.

46. The fixing of a grain rate somewhat higher

kitchen, staff, stores and tools, were put up. The water-supply was attended to with special care, wells in use being taken up and new wells sunk if necessary. All the wells were thoroughly cleaned and fenced in. Existing wells taken over were treated with permanganate of potash before their water was used. Old wells not required were carefully closed off with a strong fence to prevent their being used. Tools and plant were provided. Arrangements were made for getting food ready in the kitchens. Hospital stores and medicines were provided. Burial grounds and latrine trenches were got ready.

As the people arrived on the work they were sent to the classifying ground where they were daily classified by the Civil Officer. Food was provided for dependants as they arrived. The work was all marked out for the workers. In the case of earthwork the ground to be excavated was all marked out into plots showing each a day's task for a sub-gang. In the case of metal collection the working grounds were marked out in rectangular plots each large enough to contain a sub-gang and its daily stack of metal. The place for the metal stook was marked out, and a peg projecting 1 foot above ground and divided into inches was fixed in the middle. The metal stacks being all of uniform size and shape, and each Work Agent (who measured the work) being provided with a table showing the contents of a stack for each inch in height, the measurement of the work was easily and quickly done.

As in metal-breaking the only work measured was the daily stock of metal, the task of the sub-gang, there was no need to measure work in opening quarries and quarrying chips. The quarries were opened beforehand by the removal of earth, etc., from above the stone, and the sub-gangs employed on this were tasked as for earthwork. Each sub-gang had its number fixed on its working plot, as well as the number of the gang to which it belonged.

The work was measured daily in the afternoon and evening by the Work Agents under the control of the Camp Overseer and his Assistant Lower Subordinate, if he had one. The Camp Overseer and his Assistant also measured work when they had the time to spare.

The workers were mustered daily first in the morning after they were all on the work, and again in the afternoon, by time-keepers, each of whom had charge of 200 to 300.

After the work was measured in the evening the Camp Overseer fixed the wages that the members of each sub-gang had to get, which depended on the outturn of work. The wages were written down in the muster-rolls by the time-keepers, and also the task done by each sub-gang. The muster rolls were all then totalled up for the day and made over to the Civil Officer, who after checking them paid the workers the following day between the hours of 9 and 12 A.M., through his cashier and pay clerks.

The Civil Officer and Camp Overseer moved about the workers while they were being paid. The pay clerks and time-keepers did the actual payment, the former reading out the names of workers and the latter paying them.

The Camp Overseers had authority to decide whether the workers should get the maximum, intermediate, or minimum wage, as they depended on the work actually done, but they could not fine below the minimum wage. If they considered fining necessary they prepared lists of the workers requiring to be fined, and the daily tasks done by them, which were shown to the Sub-Divisional Officer, or the Executive Engineer, on his next visit to the work, and the latter decided what fines, if any, should be inflicted.

The water-supply was most carefully attended to from first to last. Steps were taken to see that the wells were clean to begin with, that they were properly fenced, that none but the regular water-drawers told off for the purpose were allowed to draw from them, and that the water in them was disinfected at least once a week with permanganate of potash.

Hospital requirements were arranged for by the Medical Department.

48. Tasks were stiffened or relaxed under the orders of the Executive Engineer with the approval of the Superintending Engineer.

Wages were stiffened or relaxed under the orders of the Local Administration.

The Commissioner had power, I believe, to issue orders independently about wages, subject to confirmation by the Local Administration, and the Superintending Engineer had such power about tasks.

51. Arrangements were made to draft people from large public works to small village works in May and June 1900. It was desired to get the people back to their homes before the annual rains began in June, so as to enable them to attend properly to agricultural operations, and also to avoid having large numbers living at the large works during the rains, where they were perhaps more liable to illness in wet weather than in their villages.

The transfer of the people to their villages was carried out most successfully, and without difficulty, as most of them had not far to go.

52. Small village works were started only at the beginning of the rains of 1900, when most of the people were drafted to them from the large public works.

53. They included the improvement of village roads and tracts, removal of cactus and other jungle from near villages, making of small village tanks, improving village wells, weeding fields, etc.

54. They were conducted partly under the supervision of the Public Works Department, and partly under that of Civil Agency.

Those in charge of the Public Works Department were conducted by direct management, and to the best of my knowledge those under Civil Agency were conducted in the same way.

55. I have no information on this point.

56. Endeavours were made to work the Code task systems on works in charge of the Public Works Department, but the results were not very satisfactory as the work to be done was generally of an indefinite nature, and the supervision could not but be somewhat inefficient.

The scale of wages adopted was that shewn in Revised Table No. I for village relief works, Fifth Revised Table No. I for large and village works, and Sixth Revised Table No. I for large and village relief-works, marked respectively 6, 7 and 8 in attached tables.

Admission to small village works was not open to all, but only to people whose names were entered on special lists.

57. I have not information to enable me to answer this question, but I believe not; no system of selection was tried.

58. Large public works and small village works did not exist close to one another.

59. In my opinion small village relief-works should seldom be opened until just before and during the rainy season, as they are not really necessary, in Berar at any rate, until then. The objections to them are —

(a) They cannot be properly supervised and controlled by Civil or Public Works Officers, and the tasks are therefore light and the discipline slack.

(b) Numbers are liable to be taken on who are not really in need of relief.

(c) The people at such works are liable to remain on considerably beyond the time when the need for relieving them has passed.

(d) The work to be done being generally of an indefinite nature cannot be properly measured, and the tasking of workers cannot therefore be properly done.

(e) The cost of work done is generally considerably higher than at large public works.

I would recommend for Berar that village relief-works should be opened only just before and during the rains for the employment of those workers whom it is most necessary to have at their homes at that time for the carrying on of field work; and that large public works should form the backbone of relief operations until just before the rains; also that certain selected large works should be carried on through the rains and until the end of the famine for the employment of those who are not really required at their homes then. These large works would of course be provided with suitable hutting for all those who had to live at them.

60 and 61. I have no information at my disposal on these points.

62. Nursing mothers were for a time, during July and August 1900, engaged on weeding fields in the neighbourhood of large works at which they were. They were under the control of the Civil Officers in charge of the large works. I believe the experiment was not successful.

63 to 67. I have no information at my disposal on these points.

68. Dependants on large public works were at first relieved with cash, but as soon as kitchens were established at these works, *i.e.*, from about the middle of February 1900, they were supplied with cooked food. On small village works dependants were supplied with cooked food.

69. I have not sufficient information at my disposal to enable me to answer this question properly.

70 to 86. I have no information at my disposal on these points.

87. The numbers on relief did at one time exceed 15 per cent. of the population in certain parts of Berar, and especially in the Buldana and Basim districts. I have not information at my disposal to enable me to state fully the reason for this, but one of the reasons was the large immigration of people from the Hyderabad State. Another reason in my opinion was that the people generally are not nearly so disinclined to come on relief as they used to be even a few years ago.

88. In my opinion relief was not defective at any period during the late famine. It was, I think, excessive during December 1899 and January and February 1900, in the Buldana District, where some works were rushed by people before proper arrangements had been made to receive them and to provide work for them. It got known, apparently, in the neighbourhood of such works that the work was light for want of sufficient tools and supervising establishment, and numbers of people who seemed to me not really in need of relief came on to the works.

89. I have not information at my disposal to enable me to answer this question.

90. The late famine in Berar was the first one of which I had personal experience. In my opinion people were much more ready to come on relief than in former famines, as they were no longer suspicious of the motives of Government in the matter, and had learned to know that there was nothing to be feared in coming on relief, in that the people are generally more accustomed to famine relief operations now, and know they have nothing to lose in connection with them and will be well treated.

91. I have no information available on this point.

92. Yes, they are in my opinion sufficient if properly enforced; but as to enforce them is not easy in all cases, I would recommend their being supplemented by selection for admission to relief.

I am aware that any system of selection would be liable to abuse and to risk, but still I think that one could be devised which would keep off relief-works numbers of people who really do not need relief without undue risk of keeping off some who really need it.

93. The answer to question 92 meets this question also.

94 and 95. I have no information available on these points.

96. An impure or insufficient water-supply was not a cause of increased mortality to an appreciable extent at large public works, for the water-supply was always most carefully attended to and was nearly in every case pure and sufficient. Permanganate of potash was used to disinfect all wells at such works. It was used at least once a week.

97. The special sanitary arrangements at large public works were—

- (a) Provision of latrines well away from the camps, working grounds and wells.
- (b) Provision of burial grounds from the camps, working grounds and wells.
- (c) Keeping of camps, working grounds and neighbourhood of wells clean.

The arrangements were supervised by the Civil Officers and Camp Overseer and they were sufficient.

98. As far as I could judge there was a regular inspection by the Civil Officers, as I seldom found the grain shops anything but clean and supplying good and wholesome grain.

99. The people did supplement their food with wild products, but I cannot say to what extent. The consumption of such products had no serious effects on their healths as far as I saw.

100. There was considerable immigration from the Hyderabad State adjoining the southern boundary of Berar, but I have no figures to show the approximate numbers who came over.

101 to 103. I have no information available on these points.

105. I did not hear of any complaints of the inability of the Railways to keep pace with the grain and fodder traffic to the distressed districts.

104 (a). I have no information on this point.

105. I did not hear any such complaints, except in July when the monsoon crops required weeding, when I heard from some agriculturists that they had difficulty in obtaining labourers owing to the attractions of relief-works. These attractions were soon removed, and I believe the difficulty complained of ceased; in any case I should say that the difficulty in getting labourers for field work were never more than comparatively small.

106 and 107. I have no information available on these points.

108. The provisions of the Berar Famine Code have been departed from to only a moderate extent as far as they refer to the Public Works Department. The following are the departures :—

Sections 70 to 72.

- (a) Classification of workers—the age of working children was raised to 10 to 14 years from 8 to 12 years.
- (b) Children under 8 years of age were not allowed to work, instead of children under 7.

Section 73.

- (c) Nursing mothers and pregnant women were eventually given only nominal tasks, and received the wage of Class II carriers. The former received one pice extra for the child. According to the Code they should have been tasked as in Class II, carriers, and paid as in the special class.

Section 74.

- (d) Instead of one time-keeper having charge of one gang, he had charge of 4 to 6 gangs, i.e., of 200 to 300 workers.

Section 75.

- (e) The tasks of Classes I and II in earthwork were slightly raised. No higher wage was allowed the members of the sub-gang when the task done was in excess of the standard.

Section 82.

- (f) Rest-day wages were paid to all workers and dependants (the latter were fed), instead of to only dependants, working children and non-working children of workers employed on task work.

Section 83.

- (g) Fining for contumacy as laid down in this section was practically abolished.

Section 106.

- (h) The standard wages laid down in this section were modified as shown in the revised table of wages attached.

The departures were all justified in my opinion, except that with regard to fining, Section 83. Fines below the minimum wage of contumacious workers should in my opinion be allowed at all times on the authority of the Public Works Sub-Divisional Officer, as explained in my answer above to question 36.

109. No Staff Corps Officers were employed in supervision. A few Native Officers and Non-Commissioned Officers, but no British Non-

Commissioned Officers, were employed as Civil Officers, Work Agents, and Time-keepers. I do not know of any other source from which suitable supervising officers could be drawn.

110. No non-official agency was made use of in the Public Works Department.

111. (a) Only the Code task system was in force throughout.

(b) The slight increase in the earthwork task, the only one altered, had no effect on the numbers seeking relief or the death-rate.

(c) The reduction of the minimum wage for Classes I and II from the 12 to 9½ chhattak basis during February to April 1900, did not decrease the numbers on relief, and as far as I know it did not decrease the death-rate. The reduced wage was considered too low, and was raised to its original level in May 1900.

(d) At one time in the Buldana District the fining below the minimum wage of contumacious workers caused for a short time a decrease in the numbers on the three works concerned, but in my opinion the workers fined left the works in the hope of forcing the authorities to relax discipline.

(e) The distance test and compulsory residence on the works were enforced only to a moderate extent, and did not result in any appreciable difference in the numbers on work or in the death-rate.

(f) The changes did not lead to disorganisation or wandering.

112. The massing of people on large works does, in my opinion, tend to disorganise family life, to weaken social restraints, and to relax moral ties to a limited extent. This is due, as far as I could judge, to numbers of women coming to the works unaccompanied by their husbands, the latter having stayed in their villages to attend their duties there. In such cases it may be assumed, I think, that the women are not really in need of relief. A system of selection for admission to relief, as recommended in my reply to Question 92, might mitigate these evils.

I beg to apologise for any errors and inconsistencies that may be noticed in my answers above. The fact is that I did not receive the questions till 10 P.M. on the 4th current, and my replies have consequently been somewhat hurriedly written during the 5th and 6th as I have to leave this at 6 A.M. to-morrow to appear before the Famine Commission at Nagpur on the 9th.

A. F. HIGGINS, M.I.C.E.,

BOLARUM: *Offg. Secy. to the Resident,*
The 6th January 1901. Hyderabad,
Public Works Department.

TABLE No. I.—Table of daily wages of relief-workers.

1	2	3	4	5	6	7	8
Current rate of grain per rupee.	WORKERS.			DEPENDANTS.			REMARKS.
	Class I, Diggers.	Class II, Carriers.	Class III, Working children 8 to 12 years.	Minimum wages for all classes, adult dependant's dole.	Non-working children 8 to 12 years.	Non-working children below 8 years.	
Grain-equivalent of wages in chhattaks.							
Secrs.	Chhattaks.	20	15	8	12	7	5
		Daily wages.					
15	...	A. P. 1 3	A. P. 1 0	A. P. 0 6	A. P. 0 9	A. P. 0 6	A. P. 0 3
14	...	1 6	1 0	0 6	0 9	0 6	0 8
13	...	1 6	1 3	0 6	1 0	0 6	0 6
12	...	1 9	1 3	0 9	1 0	0 6	0 6
11	...	1 9	1 3	0 9	1 0	0 9	0 6
10	...	2 0	1 6	0 9	1 3	0 9	0 6
9	...	2 3	1 9	1 0	1 3	0 9	0 6
8	8	2 3	1 9	1 0	1 6	0 9	0 6
8	...	2 6	2 0	1 0	1 6	1 0	0 9
7	8	2 9	2 0	1 0	1 6	1 0	0 9
7	...	2 9	2 3	1 3	1 9	1 0	0 9
6	8	3 0	2 3	1 3	1 9	1 0	0 9
6	...	3 3	2 6	1 3	2 0	1 3	0 9
5	3	3 9	2 0	1 6	2 3	1 3	1 0
5	4	3 9	2 9	1 6	2 3	1 3	1 0
5	—	4 0	3 0	1 6	2 6	1 6	1 0
4	12	4 3	3 3	1 9	2 6	1 6	1 0
4	8	4 6	3 3	1 9	2 9	1 6	1 0

Adult dependants and non-working children, when not relieved by grain or cooked food, will be entitled to a cash dole of the amounts shown in columns 2 to 7 as the case may be, though, as a rule, non-working children should be relieved in kitchens.
Cash dole to adults and children on gratuitous relief in their homes will also be as shown in column 1.

Adult dependants and non-working children, when not relieved by grain or cooked food, will be entitled to a cash dole of the amounts shown in columns 2 to 7 as the case may be, though, as a rule, non-working children should be relieved in kitchens.
Cash doles to adults and children on gratuitous relief in their homes will also be as shown in column 1.

NOTE.—(1) The daily wages in annas for any rate of grain can be found by dividing the grain equivalent of wages in chhattaks by the number which represents the current rate of grain in seers per rupee.

(2) 16 chhattaks = 1 seer.

1 chhattak = 2 0/11 ounces nearly.

(6) REVISED TABLE No. I.—Table of daily wages of relief-workers.

1	2	3	4	5	6	7	8	9	10
Current rate of grain per rupee.	WORKERS.				DEPENDANTS.				REMARKS.
	Class I, Diggers.	Class II, Carriers.	Class III, Working children 10 to 15 years.	Minimum wage and Sunday wage for workers.	Adult dependant's daily and minimum wage for beginners on stone-breaking.	Non-working children 10 to 15 years, and minimum and Sunday wage for children 10 to 15, Class III.	Non-working children 7 to 10 years.	Non-working children under 7 years.	
Grain-equivalent of wage in chhattaks.									
Seers.	Chhattaks.	10	11	10	0½	12	8	6	4
		Daily wages.							
		A. P.	A. P.	A. P.	A. P.	A. P.	A. P.	A. P.	A. P.
15	...	1 3	1 0	0 0	0 0	0 0	0 6	0 6	0 3
14	...	1 3	1 0	0 0	0 0	0 0	0 6	0 6	0 3
13	...	1 0	1 0	0 0	0 0	1 0	0 6	0 6	0 3
12	...	1 0	1 3	0 0	0 0	1 0	0 0	0 6	0 3
11	...	1 0	1 3	1 0	0 0	1 0	0 0	0 6	0 3
10	...	2 0	1 0	1 0	1 0	1 3	0 0	0 0	0 6
9	...	2 0	1 0	1 0	1 0	1 3	1 0	0 0	0 6
8	8	2 3	1 0	1 3	1 0	1 6	1 0	0 0	0 6
8	...	2 0	1 0	1 3	1 3	1 0	1 0	0 0	0 6
7	8	2 6	1 0	1 3	1 3	1 6	1 0	0 0	0 6
7	...	2 0	2 0	1 6	1 3	1 0	1 3	0 0	0 6
6	8	3 0	2 3	1 6	1 6	1 0	1 3	1 0	0 6
6	...	3 3	2 3	1 6	1 6	2 0	1 3	1 0	0 6
5	8	3 6	2 6	1 0	1 0	2 3	1 6	1 0	0 6
5	4	3 0	2 0	2 0	1 0	2 3	1 6	1 3	0 6
5	...	3 0	2 0	2 0	2 0	2 6	1 6	1 3	0 6
4	12	4 0	3 0	2 0	2 0	2 6	1 0	1 3	0 6
4	8	4 3	3 0	2 3	2 0	2 0	1 0	1 3	1 0

Children-in-arms to receive 1 pice extra, to be paid to the mother. All dependants to be fed in kitchen.

NOTE.—(1) The daily wages in annas for any rate of grain can be found by dividing the grain-equivalent of wages in chhattaks by the number which represents the current rate of grain in seers per rupee.

(2) 16 chhattaks = 1 seer.

1 chhattak = 2·051 ounces nearly.

A. F. HIGGINS, M.I.C.E.,
Offg. Superintending Engineer,
Hyderabad P. W. Dept.

CAMP ANRAOTI;
The 23rd January 1900.

SECOND REVISED TABLE NO. I.—Table of daily wages of relief-workers.

1	2	3	4	5	6	7	8	9	10
Current rate of grain per rupee.	WORKERS.				DEPENDANTS.				REMARKS.
	Class I, Diggers.	Class II, Carriers.	Class III, Working children 10 to 14 years.	Minimum wage for able-bodied workers and Sunday wage for Classes I and II.	Dependant's dole for adults and wage for infirm workers.	Non-working children 10 to 14 years and Sunday wage for children 10 to 14 years, Class III.	Non-working children 7 to 10 years.	Non-working children under 7 years.	
Grain-equivalent of wage in chhattaks.									
Seers.	Chhattaks.	10	14	10	9½	12	8	6	4
		Daily wages.							
		A. p.	A. p.	A. p.	A. p.	A. p.	A. p.	A. p.	A. p.
15	...	1 3	1 0	0 9	0 0	0 0	0 6	0 0	0 3
14	...	1 3	1 0	0 0	0 9	0 0	0 0	0 0	0 3
13	...	1 6	1 0	0 0	0 0	1 0	0 0	0 0	0 3
12	...	1 6	1 3	0 0	1 0	1 0	0 0	0 0	0 3
11	...	1 9	1 3	1 0	1 0	1 0	0 0	0 0	0 3
10	...	2 0	1 6	1 0	1 0	1 3	0 0	0 0	0 6
9	...	2 0	1 6	1 0	1 3	1 3	1 0	0 0	0 0
8	...	2 3	1 9	1 3	1 3	1 6	1 0	0 0	0 0
6	...	2 0	1 9	1 3	1 3	1 6	1 0	0 0	0 0
7	8	2 6	1 9	1 3	1 6	1 6	1 0	0 0	0 6
7	...	2 9	2 0	1 0	1 6	1 9	1 3	0 0	0 0
6	8	3 0	2 3	1 6	1 6	1 9	1 3	1 0	0 0
6	...	3 3	2 3	1 9	1 9	2 0	1 3	1 0	0 0
5	8	3 6	2 6	1 9	1 9	2 3	1 6	1 0	0 0
5	4	3 6	2 9	2 0	2 0	2 3	1 6	1 3	0 0
5	...	3 9	2 9	2 0	2 0	2 6	1 6	1 3	0 0
4	12	4 0	3 0	2 0	2 0	2 6	1 9	1 3	0 0
4	6	4 5	3 5	2 3	2 5	2 9	1 9	1 3	1 0
Children in arms to receive 1 pice extra, to be paid to the mother. All dependants and infirm workers to be fed in kitchens.									

Children in arms to receive 1 pice extra, to be paid to the mother. All dependants and infirm workers to be fed in kitchens.

NOTE.—(1) The daily wages in annas for any rate of grain can be found by dividing the grain-equivalent of wages in chhattaks by the number which represents the current rate of grain in seers per rupee.
 (2) 16 chhattaks = 1 seer.
 1 chhattak = 2·051 ounces nearly.

A. F. HIGGINS, M.I.C.E.,
 Camp Basin;
 The 31st March 1900.
 Offg. Superintending Engineer,
 Hyderabad & P. W. Dept.

THIRD REVISED TABLE No. I.—Table of daily wages payable to famine relief-workers and dependants.

1		2	3	4	5	6	7	8	9	10	
Current rate of grain per rupee.		WORKERS.				DEPENDANTS.				REMARKS.	
		Class I, Diggers.	Class II, Carriers.	Class III, Working children 10 to 14 years.	Minimum wage and Sunday wage for work-ers (Classes I and II).	Adult dependant's dole, wage for infirm workers, and minimum wage for begin-ners on stone-breaking.	Non-working children 10 to 14 years and minimum and Sunday wage for working children 10 to 14 years (Class III).	Non-working children 7 to 10 years.	Non-working children under 7 years.		
Grain-equivalent of wage in chhattaks.											
Seers.		19	14	10	12	12	8	6	4		
Chhattaks.		Daily wages.									
		A. p.	A. p.	A. p.	A. p.	A. p.	A. p.	A. p.	A. p.		
		A. p.	A. p.	A. p.	A. p.	A. p.	A. p.	A. p.	A. p.		
15	...	1 3	1 0	0 9	1 0	1 0	0 6	0 6	0 3	(1) Children-in-arms to receive 1 pice extra, to be paid to the mother. (2) All dependants to be fed in kitchens.	
14	...	1 3	1 0	0 9	1 0	1 0	0 6	0 6	0 3		
13	...	1 6	1 0	0 9	1 0	1 0	0 6	0 6	0 3		
12	...	1 6	1 3	0 9	1 0	1 0	0 9	0 6	0 3		
11	8	1 9	1 3	1 0	1 3	1 3	0 9	0 6	0 3		
11	...	1 9	1 3	1 0	1 3	1 3	9 9	0 6	0 3		
10	8	1 9	1 3	1 0	1 3	1 3	0 9	0 6	0 6		
10	...	2 0	1 6	1 0	1 3	1 3	0 9	0 6	0 6		
9	8	2 0	1 6	1 0	1 6	1 6	0 9	0 9	0 6		
9	...	2 0	1 6	1 0	1 6	1 6	1 0	0 9	0 6		
8	8	2 3	1 9	1 3	1 6	1 6	1 0	0 9	0 6		
8	...	2 6	1 9	1 3	1 6	1 6	1 0	0 9	0 6		
7	8	2 6	1 9	1 3	1 9	1 9	1 0	0 9	0 6		
7	...	2 9	2 0	1 6	1 9	1 9	1 3	0 9	0 6		
6	8	3 0	2 3	1 6	2 0	2 0	1 3	1 0	0 6		
6	...	3 3	2 3	1 9	2 0	2 0	1 3	1 0	0 9		
5	8	3 6	2 6	1 9	2 3	2 3	1 6	1 0	0 9		
5	4	3 6	2 9	2 0	2 6	2 6	1 6	1 3	0 9		
5	...	3 9	2 9	2 0	2 6	2 6	1 6	1 3	0 9		
4	12	4 0	3 0	2 0	2 9	2 9	1 9	1 3	0 9		
4	6	4 3	3 0	2 3	2 9	2 9	1 9	1 3	1 0		

(1) Children-in-arms to receive 1 pie extra, to be paid to the mother.
(2) All dependants to be fed in Kitchens.

NOTE.—(1) The daily wages in annas for any rate of grain can be found by dividing the grain-equivalent of wages in chhattaks by the number which represents the current rate of grain in seers per rupee.
(2) 16 chhattaks=1 seer.
1 chhattak=2·051 ounces nearly.

REVISED TABLE No. 1.—Showing daily wages payable to famine relief-workers and dependants on VILLAGE relief-works in Berar.

1	2	3	4	5	6	7	8	9	10
Current rate of grain per rupee.	WORKERS.				DEPENDANTS.				REMARKS.
	Class I, Diggers.	Class II, Cartmen.	Class III, Working children 10 to 14 years.	Minimum wage and Sunday wage for workers (Classes I and II).	Adult dependant's daily wage for labourers and minimum wage for beggars on stone-breaking.	Non-working children 10 to 14 years, and minimum and Sunday wage for working children 10 to 14 years (Class III).	Non-working children 7 to 10 years.	Non-working children under 7 years.	
	Grain-equivalent of wage in chhatkas.								
	14	12	8	12	12	6	6	4	
	Daily wages.								
Acres.	Chhatkas.	A. p.	A. p.	A. p.	A. p.	A. p.	A. p.	A. p.	
15	...	0 9	0 9	0 6	0 9	0 9	0 6	0 6	0 3
14	...	0 9	0 9	0 6	0 9	0 9	0 6	0 6	0 3
13	...	1 0	1 0	0 6	1 0	1 0	0 6	0 6	0 3
12	...	1 0	1 0	0 9	1 0	1 0	0 9	0 6	0 3
11	8	1 0	1 0	0 9	1 0	1 0	0 9	0 6	0 3
11	...	1 0	1 0	0 9	1 0	1 0	0 9	0 6	0 3
10	8	1 3	1 3	0 9	1 3	1 3	0 9	0 6	0 6
10	...	1 3	1 3	0 9	1 3	1 3	0 9	0 6	0 6
9	8	1 3	1 3	0 9	1 3	1 3	0 9	0 9	0 6
9	...	1 3	1 3	1 0	1 3	1 3	1 0	0 9	0 6
8	8	1 6	1 6	1 0	1 6	1 6	1 0	0 9	0 6
8	...	1 6	1 6	1 0	1 6	1 6	1 0	0 9	0 6
7	8	1 6	1 6	1 0	1 6	1 6	1 0	0 9	0 6
7	...	1 9	1 9	1 3	1 9	1 9	1 3	0 9	0 6
6	8	1 9	1 9	1 3	1 9	1 9	1 3	1 0	0 6
6	...	2 0	2 0	1 3	2 0	2 0	1 3	1 0	0 9
5	8	2 3	2 3	1 6	2 3	2 3	1 6	1 0	0 9
5	4	2 3	2 3	1 6	2 3	2 3	1 6	1 3	0 9
5	...	2 6	2 6	1 6	2 6	2	1 6	1 3	0 9
4	12	2 6	2 6	1 9	2 6	2 6	1 9	1 3	0 9
4	6	2 9	2 9	1 9	2 9	2 9	1 9	1 3	1 0

(1) Children-in-armis to receive one pice extra, to be paid to the mother.
(2) All dependants to be fed in kitchen.

(1) Children-in-arms to receive one pie extra, to be paid to the mother.
(2) All dependants to be fed in khichans.

NOTE.—(1) The daily wages in annas for any rate of grain can be found by dividing the grain-equivalent of wages in chhatkas by the number which represents the current rate of grain in seers per rupee.
(2) 16 chhatkas=1 seer.
1 chhatka=2.081 ounces nearly.

A. F. HIGGINS, M.I.C.E.,
Offg. Superintending Engineer,
Hyderabad P. W. Dept.
Higgins—6.

AKOLA;
The 11th July 1900.

(7) FIFTH REVISED TABLE NO. I.—*Showing daily wages payable to famine relief-workers and dependants on large works in charge of the Public Works Department and on village relief-works in Berar.*

1	2	3	4	5	6	7	8	9
Current rate of grain per rupee,	WORKERS.			DEPENDANTS.				REMARKS.
	Class I, Diggers.	Class II, Carriers.	Class III, Working children 10 to 14 years.	Adult dependant's dole and wage for infirm workers.	Non-working children 10 to 14 years.	Non-working children 7 to 10 years.	Non-working children under 7 years.	
	Grain-equivalent of wage in chattaks.							
	12	10	8	12	8	6	4	
	Daily wages.							
Seers.	Chattaks.	A. p.	A. p.	A. p.	A. p.	A. p.	A. p.	A. p.
15	...	0 9	0 9	0 6	0 9	0 6	0 6	0 3
14	...	0 9	0 9	0 6	0 9	0 6	0 6	0 3
13	...	1 0	0 9	0 6	1 0	0 6	0 6	0 3
12	...	1 0	0 9	0 9	1 0	0 9	0 6	0 3
11	8	1 0	1 0	0 9	1 0	0 9	0 6	0 3
11	...	1 0	1 0	0 9	1 0	0 9	0 6	0 3
10	8	1 3	1 0	0 9	1 3	0 9	0 6	0 6
10	...	1 3	1 0	0 9	1 3	0 9	0 6	0 6
9	8	1 3	1 0	0 9	1 3	0 9	0 9	0 6
9	...	1 3	1 0	1 0	1 3	1 0	0 9	0 6
8	8	1 6	1 3	1 0	1 6	1 0	0 9	0 6
8	...	1 6	1 3	1 0	1 6	1 0	0 9	0 6
7	8	1 6	1 3	1 0	1 6	1 0	0 9	0 6
7	...	1 9	1 6	1 3	1 9	1 3	0 9	0 6
6	8	1 9	1 6	1 3	1 9	1 3	1 0	0 6
6	...	2 0	1 9	1 3	2 0	1 3	1 0	0 9
5	8	2 3	1 9	1 6	2 3	1 6	1 0	0 9
5	4	2 3	2 0	1 6	2 3	1 6	1 3	0 9
5	...	2 6	2 0	1 6	2 6	1 6	1 3	0 9
4	12	2 6	2 0	1 9	2 6	1 9	1 3	0 9
4	8	2 9	2 3	1 9	2 9	1 9	1 3	1 3

(1) Children-in-arms to receive one pice extra, to be paid to the mother.

(2) All dependants to be fed in kitchens.

(3) The Sunday wages for Classes I, II, III (workers) will be the same as their week-day wages.

(1) Children-in-arms to receive one pice extra, to be paid to the mother.
 (2) All dependants to be fed in kitchens.
 (3) The Sunday wages for Classes I, II, III (workers) will be the same as their week-day wages.

NOTE.—(1) The daily wages in annas for any rate of grain can be found by dividing the grain-equivalent of wages in chattaks by the number which represents the current rate of grain in seers per rupee.

(2) 16 chattaks = 1 seer.

1 chattak = 2·051 ounces nearly.

A. F. HIGGINS, M.L.C.E.,
 Offg. Superintending Engineer,
 Hyderabad P. W. Dept.
 BOLARUM;
 The 3rd August 1900.

(8) SIXTH REVISED TABLE NO. I.—Showing daily wages payable to famine relief-workers and dependants on large works in charge of the Public Works Department and on village relief-works in Berar.

1	2	3	4	5	6	7	8
Current rate of grain per rupee.	WORKERS.		DEPENDANTS.				REMARKS.
	Class I, Diggers.	Class II, Carriers.	Adult dependant's dole, wage for in- firm workers.	Working children 10 to 14 years.	Non-working children 7 to 10 years.	Non-working children under 7 years.	
Grain-equivalent of wage in chattaks.							
Seers.	Chattaks.	10	8	12	8	6	4
		Daily wages.					
		A. p.	A. p.	A. p.	A. p.	A. p.	A. p.
15	..	0 9	0 6	0 9	0 6	0 6	0 3
14	..	0 9	0 6	0 9	0 6	0 6	0 3
13	..	0 9	0 6	1 0	0 6	0 6	0 3
12	..	0 9	0 9	1 0	0 9	0 6	0 3
11	8	1 0	0 9	1 0	0 9	0 6	0 3
11	..	1 0	0 9	1 0	0 9	0 6	0 3
10	8	1 0	0 9	1 3	0 9	0 6	0 6
10	..	1 0	0 9	1 3	0 9	0 6	0 6
9	8	1 0	0 9	1 3	0 9	0 9	0 6
9	..	1 0	1 0	1 3	1 0	0 9	0 6
8	8	1 3	1 0	1 6	1 0	0 9	0 6
8	..	1 3	1 0	1 6	1 0	0 9	0 6
7	8	1 3	1 0	1 6	1 0	0 9	0 6
7	..	1 6	1 3	1 9	1 3	0 9	0 6
6	8	1 6	1 3	1 9	1 3	1 0	0 6
6	..	1 9	1 3	2 0	1 3	1 0	0 9
5	8	1 9	1 6	2 3	1 6	1 0	0 9
5	4	2 0	1 6	2 3	1 6	1 3	0 9
5	..	2 0	1 6	2 6	1 6	1 3	0 9
4	12	2 0	1 9	2 6	1 9	1 3	0 9
4	8	2 3	1 9	2 9	1 9	1 3	1 0

(1) There will be no Sunday wages for workers.

(2) As many working women as possible, and all working children, to be fed in kitchens.

(3) All nursing mothers and pregnant women to be fed in kitchens.

(4) All dependants to be fed in kitchens.

(1) There will be no Sunday wages for workers.
 (2) As many working women as possible, and all working children, to be fed in kitchens.
 (3) All nursing mothers and pregnant women to be fed in kitchens.
 (4) All dependants to be fed in kitchens.

NOTE.—(1) The daily wages in annas for any rate of grain can be found by dividing the grain-equivalent of wages in chattaks by the number which represents the current rate of grain in seers per rupee.
 (2) 16 chattaks = 1 seer.
 1 chattak = 2·051 ounces nearly.

A. F. HIGGINS, M. I. C. E.,
 Bolarum ;
 The 26th September 1900.
 Offg. Superintending Engineer,
 Hyderabad P. W. Dept.

TABLE No. II.—Table of standard daily tasks.

1	2	3	4	5	6
Item.	Description of work.	Task of an able-bodied labourer on ordinary work.	Task of a famine relief-worker, Class I.	Task of a famine relief-worker, Class II.	Task of a famine relief-worker, Class III, working child.
		oft.	oft.	oft.	oft.
<i>Excavation only for all leads and lifts:</i>					
	<i>Description of soil.</i>				
1	Black or red soil				
2	Soft moorum	112	8½	42	...
3	Average moorum	75	56	28	...
4	Hard moorum	56	42	21	...
		37	28	14	...
<i>Quarrying stone for road metal.</i>					
6	Hard basalt stone	15	11	5½	...
<i>Hard basalt broken to 1½ inch gauge.</i>					
6	Road metal	6½	4½	3½	1½

NOTE.—(1) The figures in column 3 show the task usually performed by able-bodied labourers on ordinary works.
 (2) Column 4 shows the task required from famine relief-workers, Class I: the tasks equal ¾ of those in column 3.
 (3) Column 5 shows the task required from famine relief-workers, Class II: the task is ½ the task in column 4 for digging and quarrying, and ¼ the task in column 3 for breaking road metal.

REVISED TABLE No. II.—Table of standard daily tasks.

1	2	3	4	5	6
Item.	Description of work.	Task of an able-bodied labourer on ordinary work.	Task of a famine relief-worker, Class I.	Task of a famine relief-worker, Class II.	Task of a famine relief-worker, Class III, working children.
		oft.	oft.	oft.	oft.
<i>Excavation only for all leads and lifts.</i>					
	<i>Description of soil.</i>				
1	Black or red soil				
2	Soft moorum	112	100	50	...
3	Average moorum	75	68	34	...
4	Hard moorum	56	50	25	...
		37	33	17	...
<i>Quarrying stone for road metal.</i>					
5	Hard basalt stone	15	8 to 12	...	...
<i>Hard basalt broken to 1½-inch gauge.</i>					
6	Road metal	6½	4½	3½	1½

CAMP ANRAOTI:
The 5th January 1900.

G. J. PERRAM, M.I.C.E.,
Superintending Engineer,
Hyderabad P. W. Dept.

TABLE NO. III.—Table of tasks for Class II, Carrier Class.

Daily task in cubic feet for carriage only for different leads and lifts.						
Lead.	Lift in Feet.					
	5	10	15	20	25	30
Feet.	cft.	cft.	cft.	cft.	cft.	cft.
50	69	49	38	31	26	22
100	51	39	31	27	23	20
150	41	33	27	23	21	18
200	34	28	24	21	19	17
250	29	25	21	19	17	15
300	25	22	19	17	16	14
350	22	20	18	16	15	13
400	20	18	16	15	13	13
450	18	17	15	14	13	12
500	17	15	14	13	12	11
600	15	13	12	12	11	10
700	13	12	11	10	10	9
800	11	11	10	9	9	8
900	10	10	9	9	8	8
1,000	9	9	8	8	8	7

H = Horizontal lead in feet.

V = Vertical lift in feet.

R = Reduced level in feet.

R = $36 + H + 12 V$ (36 being equivalent to the initial effort).

A Class II Carrier's daily task is 100 cubic feet carried to a reduced distance of 100 feet.

Daily task in cubic feet = $\frac{10,000}{36 + H + 12 V}$.

T = Total daily Digger's task for the gang.

Number of carriers required = $\frac{T \times (36 + H + 12 V)}{10,000}$

One foot lift = 12 feet lead.

V must never be taken as less than 3 feet.

Task for a Working child, Class III = $\frac{1}{3}$ task of a Carrier unit, Class II.Task for a Class I = $1\frac{1}{2}$ task of Carrier unit.

G. J. PERRAM, M.I.C.E.,
 Superintending Engineer,
 Hyderabad P. W. Dept.

TABLE NO. IX.—Table showing the tasks required from famine relief-labourers until they become accustomed to stone-metal breaking.

1	2	3	4
Description of work.	Task of a famine relief-worker, Class I.	Task of a famine relief-worker, Class II.	Task of a famine relief-worker, Class III, working children.
	Cubic feet.	Cubic feet.	Cubic feet.
Hard basalt broken to 1½-inch gauge.	4	2½	1½

LIEUTENANT-COLONEL SWAYNE, I.M.S., SANITARY COMMISSIONER,
HYDERABAD ASSIGNED DISTRICTS.

Mr. Bourdillon.—With reference to the wage, I see in your answer you think the scale was adequate. It was adequate for the cold weather, it was not for the hot?

A.—Yes.

Q.—Is this because that people eat more in the hot weather?

A.—Yes, they require more in the hot weather than the cold.

Q.—I see that the mortality is ascribed to the people eating bad grain?

A.—Yes.

Q.—And on that account the mortality was higher in the villages than on the works?

A.—Yes.

Q.—You had a better control over the relief works?

A.—Yes.

Q.—Your mortality was never very high?

A.—On relief works 44 per 1,000. It rose in April and May.

Q.—In what district?

A.—In the whole of the province in July and August.

Q.—To what was that due?

A.—We had a severe outbreak of cholera. The actual total number of cholera cases was between 19,000 and 20,000.

Q.—You do not connect that in any way with the closing of the relief works?

A.—No.

Q.—It is entirely independent?

A.—Yes.

Q.—Apart from the cholera was it an unhealthy season?

A.—Very unhealthy, not only amongst the natives, but also among the troops in cantonments. There was also a good deal of sickness amongst Europeans.

Q.—You found all classes were affected?

A.—Yes.

Q.—And the mortality among the immigrants?

A.—Very high indeed.

Q.—You say that you think 50 per cent. of the immigrants perished?

A.—50 per cent. of those whom I saw coming from the Nizam's Dominions. They were in a most terrible condition. I saw them passing through and they were in a most pitiable condition; evidently they had gone through a good deal of privation.

Q.—And they greatly raised the mortality rates?

A.—Yes.

The President.—You have no idea to what extent that immigration accounts for the mortality?

A.—I should say, roughly speaking, it increased the death-rates by fully 20 per cent.

Q.—I take your evidence to mean that the wage scale prescribed, namely 19 *chhataks* for a digger, 14 for an adult carrier, 10 *chhataks* for boys between 10 and 14 years of age and 12 *chhataks* for non-labouring adults is too high?

A.—Well I think 19 *chhataks* may be; but I do not think the others are.

Q.—But we have it that people got on well on 9½ *chhataks* in the cold weather and 12 *chhataks* in the hot weather?

A.—But they did very little work, and when they do very little work they require less food.

Q.—Do you think 14 *chhataks* is a fair wage?

A.—An ordinary coolie eats about 16 *chhataks* of food.

Q.—But to keep a person in fair health is 14 *chhataks* enough for a digger on moderate work?

A.—I should think so.

Q.—You think 14 *chhataks* is too much for a female?

A.—No; I find the women eat as much as the men.

Q.—Then you say 14 *chhataks* is a fair amount to keep an adult male or female doing a fair day's work in good health?

A.—Not a regular hard day's work.

Q.—According to the famine scale a fair day's work?

A.—Yes.

Q.—That is what is wanted, because if a man did more work he would need more food, but for a fair day's work a person would be sufficiently well fed on 14 *chhataks*. Would a boy or girl be over-fed on 10 *chhataks*?

A.—They require 10 *chhataks*.

Q.—They would be under-fed on 8 *chhataks*?

A.—Yes.

Q.—Is 12 *chhataks* a sufficient allowance for the non-labouring adult?

A.—I should think just about enough.

Q.—For a digger who has to dig 80 or 90 cubic feet, would 16 *chhataks* be enough, or would you say he ought to get more?

A.—I should think about 17 *chhataks*.

Q.—Therefore your evidence is that a digger doing a task which ranges from 70 to 100 cubic feet is sufficiently well fed if he receives from 17 to 19 *chhataks*. The carrier, male or female, is sufficiently well fed on 14 *chhataks*, the child is sufficiently well fed on 10 *chhataks*, the adult non-working person, whether male or female, is sufficiently fed with 12 *chhataks*?

A.—Yes.

Mr. Bourdillon.—You find that 16 *chhataks* is what they eat of their own free will?

A.—They are eating that now.

Q.—When they do a good day's work?

A.—Yes.

Mr. Nicholson.—That is 16 *chhataks* of grain?

A.—That allowance includes all food. Altogether they eat from 16 *chhataks* to 18 *chhataks* of food.

Lt.-Col. Swaine, I.M.S.

Answers by Lt.-Col. Swaine, I.M.S., Sanitary Commissioner, Hyderabad Assigned Districts, to questions drawn up by the Famine Commission.

22. A Hospital Assistant was put in medical charge of a camp, and if a Establishment, Medical. Hospital Assistant was not available, a compounder was, who supervised the conservancy, sanitation, water and food-supply. He was supplied from the workers with the necessary establishment for conservancy, sanitation and water-supply. The North-Western Provinces Code was taken as a guide. The food-supply was good, including vegetables. No kesari-dal allowed.

24. In my experience this varied in different districts according to whether Area and Population. they were near the Moglai border or not. Two camps of 5,000 each in the district of Basim and Buldana, which are on the Moglai border, would represent a population of about 40,000. In Akola I should say about 60,000, in the rest of Berar about 70,000 or 80,000. I have seen some workers from villages within a mile distant of the works; on the other hand workers had come from places more than 100 miles distant.

29. I am unable to give an opinion regarding the classification of labourers. Classification of labourers and wage-scale. The wage-scale as given in paragraph 445 of the Report of the Famine Commission, 1898, was found to be too liberal, and it was modified under the sanction of the Resident. This modified scale was found to be ample and more economical.

30. Practically, it makes little or no difference, and I do not think Classification and wages of men and women that any distinction should be drawn in the classification and wages of men and women. The absence of distinction I do not think led to any difficulty.

31. My experience has led me to the same System of payment conclusion as arrived at by the Famine Commission, 1898, that by results. a system of payment by results was unsuited to condition of acute distress.

34. The scale was found to be adequate, except the minimum scale of 9½ Scale of wage adopted, whether adequate or otherwise. chattaks which was adequate for the cold weather, but not for the hot, and when the hot weather commenced, it was found necessary to increase it to 12 chattaks. I was told that the workers saved, but I had no means of judging this for myself.

35. Rest-day minimum wage was given.
From experience I prefer this
Rest-day wage. to the workers not getting any

wage on rest-day.

36. I do not think the minimum wage of
Minimum wage and 12 chattaks is too high for the hot
fining for short work. weather and rains, especially as
juari, which is the staple food in Berar, is not so
utritive as wheat, and I am opposed to all fining.

43. The maximum wage was 19 chattaks. The
Maximum wage and children were fed in the kitchen;
relief of children. the thin and emaciated infants,
whom their mothers could not nurse, getting milk-
diet under the personal supervision of the Medical
Officer in charge of relief-works. The weakly
persons were put on minimum wages, and had to
do light labour, such as cleaning, sweeping and
keeping the camp tidy. I prefer this to any fixed
piece-work.

47. On intimation being given of a relief-
Medical arrangements work about to be opened, if I
when opening relief- was near the locality I went and
works. selected the site; but if not, a
Civil Surgeon selected it. The following points
were observed when selecting a site for a camp
(a) soil dry and firm, (b) elevated, with good natural
drainage, (c) a good and ample water-supply, (d)
sheltered by high ground from the force of the mon-
soon, (e) distant from a village, (f) below the source
of drinking water. Trenches for the purposes of
nature were dug on the lee side and some distance
from the camp; scavengers and chowkidars appoint-
ed to see that the workers resorted to the place so
selected for the purposes of nature, and not defile
vicinity of camp; and trenches filled daily. Water-
supply was protected by a stout thorn hedge, and
water-drawers appointed, who were the only indi-
viduals allowed to go near the water-supply to
draw the water for the workers; also water depôts
were established on the works for workers; iron or
tin vessels for drawing and carrying water being
used, no ghurras allowed (North-Western Provinces
Code was taken as a guide). A hospital was built
as soon as possible, supplied with charpoys and
blankets, and a Medical Officer put in charge with
sufficient supply of medicines and medical comforts.
The patients were dieted on the same scale as
charitable dispensary patients. Sick and other
attendants were supplied from among the workers.
Hospital, conservancy and water establishments
were separate from that of the Camp.

88. In my opinion relief measures were
Relief, excessive or ample. I formed this opinion
defective. by personal observation and
enquiry in villages.

93. I think the test of the Code might be
Tests for relief. supplemented in selection for
admission to relief by the appli-
cant producing a voucher from the Patel of his
village, if possible.

94. The provincial registration is carried out in accordance with the rules for Registration of Births and Deaths. registration of vital statistics in Berar, published in Resident's Book Circular No. 1, Chapter VI, Volume 1, of the Code of Non-Judicial Book Circulars. A separate register of births and deaths was kept on each relief-work and poor-house. The domestic occurrences on a relief-work and poor-house were also registered in the vital statistics register of the nearest village for provincial record.

95. The very high mortality was amongst villagers who did not go on relief but remained at home. These people were not paupers and not entirely destitute, but had small means and lived on a pittance and poor quality of food, such as old *peo*, or fermented *juari*, and had no vegetables, and their water-supply was bad. Consequently they were much reduced in condition, many of them developing a scorbutic taint which rendered them liable to all kinds of disease, and raised the mortality. The workers on relief-works had ample food and vegetables, and were in good condition, except those who remained in their villages too long in a semi-starved state and reluctant to come on relief until the last moment. These were the cases that caused nearly all the mortality on relief-works. This class of people were put on extra diet in the kitchen by the Medical Officer until they had sufficiently picked up to be sent to work. The regular workers enjoyed good health. Cholera was also a cause of very high mortality in the Province, and in treatment of epidemics the North-Western Provinces Code was followed.

96. The water-supply on our relief-works was excellent, and disinfected once a week, if not oftener, by permanganate of potash, in accordance with the North-Western Provinces Code, and had nothing to do with the mortality on our relief-works. The water-supply of most of the villages was deficient and of bad quality, as no other was to be had. Every effort was made to improve the water-supply by the District Boards, and to stamp out epidemics of cholera; Vaccinators and Hospital Assistants were sent out to disinfect the water-supply of villages when cholera was prevalent by permanganate of potash, until the epidemic had ceased. It would be hopeless to disinfect every well in the whole Province.

97. (a) Medical Officers regularly attended Special sanitary to the conservancy, burial of the dead, water and food supply. This was supervised by the Civil Surgeon and Assistant Surgeon, by constant inspection, and also by myself.

(b) The same as that for works.

(c) The same as that for works.

I consider the arrangements were sufficient.

98. There was regular inspection of grain-shops on the works. I myself reported three cases of unwholesome grain being sold, and Lieutenant Liston, Indian Medical Service, Civil Surgeon, Ellichpur, reported others in his district.

99. Yes; there was a good deal of this Supplementary food especially in the rains and amongst those who remained in their villages. They gorged themselves with all kinds of green vegetation, with most disastrous and fatal results.

100. Very great indeed; most in the districts of Buldana, Basim and Wun, along the border of the Hyderabad State. I should say that they increased the destitute population of those districts and people on relief-works by some 20 per cent.

101. I saw these immigrants from the Hyderabad State times out of number, and they were in a most pitiable state, and I should say that 50 per cent. or more of these must have perished, and helped to raise our death-rate by fully 20 per cent. If they had come in good or fair condition, they would have benefited by our reliefs, but most of them were hopeless cases.

112. I do not think that massing of people on large relief-works tended to disorganise family life, weaken social restraints or relax moral ties to any great extent.

MR. C. BAGSHAWE, CONSERVATOR OF FORESTS, BÉRAR.

The President.—Did you have experience of this Province in 1897?

A.—Yes.

Q.—Was it harder hit in 1897 or this year?

A.—It was very much worse this year.

Q.—What is the class of people you have to deal with?

A.—The Melghát aborigines, Kurkus, Gonds, and others.

Q.—Do these hill tribes cultivate any of the millets?

A.—Yes, mandagi, also *kodon*, *kurki*, and in good soils *judr*.

Q.—And live a good deal upon jungle produce?

A.—Yes; they really depend upon the exporting of timber and bamboos.

Q.—Are they customers of the forest?

A.—Yes, but they don't pay any dues till they pass the border.

Q.—At all events they cannot export without paying a royalty?

A.—No; they pay a royalty, but not before entering the forest.

Q.—They are allowed to go and cut the forest produce subject to your control, and then make a profit out of the produce exported?

A.—Yes.

Q.—Do they make a fair livelihood in ordinary years?

A.—Yes, about $2\frac{1}{2}$ times the Government charges.

Q.—Are they all engaged in that?

A.—No; one-half of the population of the *taluga* is purely agricultural.

Q.—Are you able to speak of the whole or only of those engaged in the export of the forest produce?

A.—The whole of the *taluga*.

Q.—These people were not solely dependent on their crops?

A.—No.

Q.—The ordinary method of exporting forest produce remained to them?

A.—There were practically no sales: the sales fell to one-tenth of the normal. In the previous famine they had fair sales.

Q.—When did pressure come on them?

A.—In October 1899 and lasted till the following October.

Q.—Did they get any *rabi*?

A.—No; it is not a *rabi* country.

Q.—Practically, then, you had to find employment for a large proportion of them for 12 months. What was the sort of employment you gave them?

A.—We allowed them to cut grass and gave them bamboos to make mats for famine camps.

Q.—Did you give them grass for fodder? Did you export it?

A.—We exported a part of it, and a great deal was exported by purchasers; but they broke down in the summer as their cattle became too weak to carry. Some of the Government cut grass was left.

Q.—Was that consumed locally?

A.—What was left in June we gave free to local cattle. There was little waste.

Q.—Could you have cut more grass in your forests?

A.—Ten times as much.

Q.—Does that cutting and exporting grass afford a means of forest action in the future?

A.—Yes; if we get the Khandwa Akola Railway. This year we had to carry it on men's heads or in carts, which was very difficult.

Q.—When that cutting of grass came to an end, in what other ways did you employ these people?

A.—In cutting bamboos and making mats.

Q.—Did you assemble them at central points for mat-making?

A.—We fixed a rate per mat and they made them in the villages and then brought them to depôts.

Q.—Did they live in their own houses?

A.—Yes, we aimed at that all through.

Q.—Was there any system of circle inspection by which their villages were watched?

A.—Yes, from October to the following September.

Q.—In their villages was there any system of gratuitous distribution?

A.—We had village relief centres to which they went for gratuitous relief and took away a week's supply of grain at a time.

Q.—That was a species of village distribution?

A.—It was conducted at 31 centres instead of in every village.

Q.—As the year wore on were the lists of gratuitous relief expanded and a less rigid criterion applied?

A.—The list was expanded from the end of July. We then began to draft the men from works to villages.

Q.—What works ?

A.—We had road work and hand cultivation of land.

Q.—Were these forest roads ?

A.—Yes ?

Q.—Did you find any disinclination on their part to work in large bodies ?

A.—They were not required to work in association with plains people. We had them working on roads scattered all over the *taluk*, and near their village. It is very difficult to get them to leave their villages ; and if they do, it is very hard to get them back. They went to work and returned the same day.

Q.—Were these roads of great public utility ? Were you able to complete them afterwards ?

A.—There was not a single road left unfinished.

Q.—You employed them in this way until the rains and then got them back to their villages ?

A.—Yes.

Q.—There was not the same means of giving them employment in their own villages ?

A.—We closed the larger cultivation works. Previously a man was often employed in digging not only his own fields, but those of another whose plough cattle had died : later when the people returned to their villages they began the cultivation of their own garden lands in small areas. We were paying them the whole time.

Q.—It was a system of gratuitous relief, but you employed them as best you could ? If you had failed to support them, they would have starved ?

A.—Yes, emphatically.

Q.—The gratuitous relief list was, I suppose, largely expanded ?

A.—Before the rains began we drafted people back to their villages and then they came on to gratuitous relief.

Q.—And so things went on till October ?

A.—The pressure began to cease in September.

Q.—Was there much mortality among them throughout the whole business ?

A.—We have no statistics. My idea is that there was much less than in 1897.

Q.—During the rains when you sent people back to their villages did you still have a system of grain depôts and send them there ?

A.—Yes.

Q.—You practically had 8,000 on relief ?

A.—The numbers went up to 13,000.

Q.—What is your total population ?

A.—47,000.

Q.—You had about one-third ?

A.—Yes.

Q.—Did the other two-thirds get on without assistance ?

A.—We helped them in many ways. We reduced the price of bamboos and timber to a nominal sum.

Mr. Nicholson.—What is the area of the forest ?

A.—In the Melghát 1,670 square miles.

Q.—Is that closed or reserved forest ?

A.—About one-half is reserved.

Q.—In ordinary years the closed forests are shut against grazing ?

A.—Yes, absolutely closed to grazing.

Q.—Was there any change made this year in your system ?

A.—The Beraris were let in free to graze cattle in the Melghát.

Q.—Were any fees paid ?

A.—In the first month a nominal fee was charged and later on admission was free.

Q.—Was that largely taken advantage of ?

A.—In August and September it was, but subsequently there was very heavy mortality amongst the cattle.

Q.—Can you tell me how many cattle came in August and September as contrasted with previous years ?

A.—From 200,000 to 220,000; in ordinary years at the very outside not more than 60,000.

Q.—You had nearly four times as many ?

A.—Yes, and probably more than 300 square miles were clean grazed.

Q.—By your throwing open the forests in this way you saved an immense number of cattle from starvation ?

A.—I think more were saved by the grass exported.

Q.—Did you issue permits to people who came and cut the grass and took it away ?

A.—Yes ; they took away about 70,000 tons.

Q.—Where did that grass go to ?

A.—I don't think it went south of the Railway.

Q.—Did it leave the Province ?

A.—None of it was exported out of Berar as far as I know.

Q.—What was the amount of the permits ?

A.—It was three annas a cart-load : cart-loads were 800lbs. ; head-loads were free.

Q.—Can you give any idea of the mortality among the cattle?

A.—About two-thirds of the 220,000 died. It was very difficult to manage them. They wandered about and many died from drinking bad water.

Q.—What precautions did you take against damage by fire?

A.—The people were given warning not to burn grass areas, and a small establishment of watchers was entertained. The result was most satisfactory.

Q.—In addition to the grass were any products obtained from the forests which would not have been obtained in ordinary years?

A.—No; the *mahua* failed this year, and there was absolutely no export.

Q.—Was there bamboo seed?

A.—No; I should say none.

CECIL BAGSHAWE.

Answers by Cecil Bagshawe, Esq., Conservator of Forests, Berar, to questions drawn up by the Famine Commission.

[NOTE.—The answers only deal with matters I was directly connected with during the famine of 1899 and 1900, viz:—

(i) Famine relief in the Melghat Taluk of Ellichpur, a forest tract populated by aborigines.

(ii) The fodder supply in all district of Berar.]

1. Outlook good. The harvest in 1897 was below normal in consequence of sowings being contracted owing to the famine, 1896-97.

In 1898, the area sown and outturn were generally normal, but part of the taluk had not recovered from the effects of famine.

2. Kharif sowings normal. The assessment is on the plough not on area, so estimate is based on reports and personal observations.

3. Rainfall in Melghat—

	Actual, 1899.	Average 20 years.
June	5.67	9.85
July	8.93	21.76
August	2.70	18.00
September	2.47	12.57
October	0.00	3.36
	19.77	65.54

The actual was 33.3 per cent. of average, and the regular rains stopped at the end of July 1899.

4. The 1899 crop was under 5 per cent., I think.

5. The aborigines (Korkus, Gonds, Nehals, etc.) of the Melghat, where their circumstances allow it, combine agriculture with the export of forest produce.

Land is cultivated on a plough assessment, and out of a population of, say, 47,000, about 5,600 hold ploughs. It is practically impossible to draw a line between cultivators and labourers, and the population is broadly of one class.

6. The necessity of relief was assumed in consequence of the failure of the crops both in the Melghat hills and in the plains of Berar, which followed in the Melghat previous *bad harvests*, those of 1895, 1896 and 1897 having all been below normal.

7. Failure as above, and also a cessation of any demand for timber, bamboos, etc., on the profits from converting or export of which most of the aborigines depend for their livelihood.

8. The cutting of fodder in the more remote forests, the preparation of mats, etc., for hutting relief labourers in the plains.

Bagshawe—1.

The test of necessity was the adoption of rates for grass well below those prevailing among private exporters in the forest near the plains, and calculated to afford the "Famine Code" wage. For mats, etc., rates were well below the normal and calculated as above. With reference to tests in tracts like the Melghat, the usual difficulty in years of scarcity is to get the aborigines to take to regular hard work before they have begun to wander and become emaciated.

9. As to preparedness for famine, there were not lists of works, estimates, and establishment lists under the "Famine Code" ready, but the taluk being a forest one, the working-plans had lists of proposed forest works, and rough estimates ready, while many roads were already aligned. As to establishments the departmental lists of candidates, the existing organization, and the experience of 1897 gave all that was necessary. On the other hand no lists under the Famine Code would have provided relief for over 31 per cent. of the population when the highest numbers in 1897 gave under 10 per cent., and the main works of the year (fodder, hutting mats and hand cultivation of fields) were suggested by the circumstances of the year, and could not have been forecast; as a matter of fact the organization to meet famine was completed as soon as famine was declared.

10. Small works distributed as equally as possible over the taluk was the leading feature of the programme.

11. The sequence of relief measures was—

- (i) The Government forests were opened.
- (ii) Ordinary forest works with full work exacted for a full wage were opened as a test of necessity.
- (iii) Organization of private charity.
- (iv) Regular relief works and poor-houses.
- (v) Village relief.

12. Local inspection and control were organized as follows:—

The taluk (area 1,643 square miles) was divided into 6 sub-divisions in charge of a European or senior Native Forest Officer. These again were divided into ranges or beats under Forest or temporary subordinates, with a relief-work, or the inspection and relief of a certain number of villages as a charge.

Turning to details—

- (a) Villages were visited and lists of incapables made out who were either sent to the poor-house or relieved locally.
- (b) To stimulate the private export of grass, timber, bamboos, etc., every facility was given in all the easily accessible forests and rates for timber and bamboos were lowered.
- (c) Private charity was directed to the purchase of seed-grain, orders to weavers etc., and was supported in every way by the Korku Mission.

191
(d) The general condition of the people was observed by the organization described above, and by the Deputy Conservator in charge of the Melghat forests, who was in executive charge of all operations.

13. No loans were given.

14. Melghat not suitable for irrigation wells. Wells were (with two or three exceptions) only made by Government for watering human beings and cattle.

15. Ordinary forest works.

16. An ordinary full day's work according to sex and age was exacted in first instance.

17. Payment was in proportion to work.

In the earlier period of famine what I may style "indirect relief-works," viz., cutting and carrying fodder, making hutting mats, etc., gave a wage that covered keep of dependants and rest-day allowance. During this period incapables were generally sent to poor-houses, and not relieved locally.

Regular famine relief-works opened later.

18. The ordinary forest works used as test works were abandoned for regular relief-works as numbers rose.

[N. B.—The preceding will have shown that the Melghat relief-works may as a whole be classed as "Special Relief" (Questions 60—67), and no attempt will be made to give answers in regular order under the heads "Large" and "Small" works (Questions 19—51), but notes will be given where it is possible they may be useful.]

Large Public Works—These in the Melghat were represented by roads, tanks, and hand cultivation with a maximum of about 500 workers.

20. All relief-works were under the control of the Forest Department, the Deputy Commissioner exercising any supervision required and affording aid when feasible. Most of the tools needed in the first instance were on stock from famine of 1897.

21. "Indirect relief-works" were run on a *depôt* system, the Forester in charge of a *depôt* weighing in the grass, taking over mats, bamboos, poles, teak handles, or baskets, and paying for same. When regular relief-works were started they were divided into—

(i) Gangs of 25 under Mukaddams (often Patels of villages).

(ii) Beat charges of 150—200 under a Forester or Senior Guard.

(iii) "Relief-works," i. e., groups of "beats" according to the possibilities of case.

If the feasible maximum, as to water, food, work, was exceeded, labourers were passed to another work.

22. Except establishment noted above none was entertained, save that some nursing mothers

and weakly men were told off and paid full wage for cleaning camp, watching children and protecting water-supply. As a rule the people were given half a day's wage to hut themselves, but where there was no forest growth, mats, etc., were provided and carried from camp to camp. Conservancy and sanitation was limited to—

- (i) Protection of water-supply ;
- (ii) Cleaning camps and prevention of nuisances within a demarcated area, and segregation of infectious cases of illness ;
- (iii) Food was arranged through local Baniyas, or from Government stores of grain ;
- (iv) Very limited medical aid was procurable, but medicine was given privately and publicly, and permanganate of potash up to all requirements was available, and was used freely in wells and water holes.

23. Admission to the works was free to all applicants, but it may be noted that no one who could support himself or self and family with sickle, axe or cart and oxen dreamt of coming to relief works.

If a group of villages was falling off in condition, if possible we opened a work in it. A real distance test would have closed works, and led to death or migration.

28. Residence in camp was not compulsory. People from one village were always put in one gang under a head or leading man of the village, and the plan worked well.

29. Labourers were classed as—

Men = Diggers.

Women = Carriers.

Children as such.

On certain works a wage inclusive of keep of dependants was paid. This was about 25 per cent. above normal working wage, and proved successful as to outturn of work and was also economical, but it required specially good supervision, and was not generally introduced as in 1897.

On other relief works the ordinary Code wages based on the price of grain were given, but the various changes in scale in Berar from May to July 1900 were not introduced.

On petty works in the rains the village relief grain dole only was given, and as much work taken as feasible.

As to the scale of the Famine Commission, 1898, I think the classification of men and women instead of "adults" is preferable and economical.

32. The "Indirect relief-works," *e.g.*, fodder and hutting mats, were payments by results and answered admirably. Piece-work on roads and land cultivation were tried, but were successful on a small scale only. As to cost it worked out practically the same, so failure or success was a matter of ethics only.

34. I think the Code wage adequate but not excessive, and the proof afforded by sales of food and return of cash on the works support this generally.

35. I think a "rest-day wage" earned by not less than four previous days on the work preferable to a slightly higher wage which includes a one-sixth of a rest-day wage.

38 and 39. Weekly payments with food on day of arrival, and if necessary advances up to pay day, were made by the Beat Officer. Debts to Bania were not permissible.

Payments were made by the Sub-Divisional Officer or the Range Officer, and the scattered small works allowed of no other arrangements.

40. Payments were made to each worker, or on piece-work on roads, etc., to the head of the gang. In the latter case no muster-roll was kept up, only numbers counted.

48. The Commissioner, Hyderabad Assigned Districts.

51. When the rains drew near the people were sent to their homes—

(a) to cultivate,

(b) to petty works.

No difficulty was experienced.

52. They provided for work in the rains near the people's homes.

53. Repairs to roads, weeding, and two tanks.

54. Conducted under the staff previously employed, amplified by Forest Guards, etc., previously on forest work only.

56. On petty works the village grain dole only was given.

On larger works the Code wages on working days and the rest-day dole on wet or non-working days, while as wild food products increased, the latter was lowered 20 per cent. Any Melghati was given work, any plains man was fed off to his home.

59. Small village works are necessary for the rains and the end of the hot weather and not at other times.

60. I think some 97 per cent. of the Melghatis are aborigines. It was necessary to give work near their homes, and if thus given they came in freely, far more so than in 1897. Relief afforded was certainly successful, and I believe morally as well as physically.

61. Yes. See previous notes.

62. Weeding fields was carried on directly on a very small scale and was not successful. It was widely done indirectly by giving cultivating aboriginal families grain for subsistence while weeding, etc. This was extended to over 4,000 families and ran from seed time to harvest. Where they were lazy they were struck off the cultivator's aid list.

63. The only "special fingered" artizans were basket-makers, who were given employ from November to July, and afterwards helped by doles.

64. They begged for basket work, baskets were wanted, and to have put them on digging would probably have affected their fingers.

65. The basket work was successful as to relief and economy, as we bought at two-thirds normal prices. I think all needed was done.

66. All areas protected from fire and grazing were opened to cutting or grazing. The success was qualified—

(a) by the natural character of the best forest tracts,

(b) by juari stalks suiting Berar cattle as feed better than grass,

(c) by insufficiency of water in many parts,

(d) by rinderpest.

The 2,000 square miles of forest drawn on in Berar, however, saved most of the cattle available for the kharif of 1900.

67. Yes, but carriage by carts was the difficulty, and sadly curtailed operations.

68. Dependants were relieved on —

(a) the larger works in cash,

(b) on small village works in grain uncooked.

69. Gratuitous relief in the form of cash or uncooked grain was adopted for the sake of simplicity.

70. No. The lists up to June only included any incapable of work; during the rains registered aboriginal holders of ploughs were added.

71. Three poor-houses were opened in December 1899, and utilized mainly by aborigines.

The highest numbers were in July 1900 when 1,773 or 3·6 per cent. were returned. The average was 1·8 per cent.

72. Poor-houses were used for incapables and for lone women with many children, never as a place of punishment.

73. Yes, and all three were in charge of European Missionaries.

74. We had no kitchens.

If at a village relief centre the people neglected the children, cooked food was substituted, and residence enforced.

74. (a). The poor-house ration was—

Articles.	Adults.	Children.
Unroasted juari . . .	10 oz.	10 oz.
Oil . . .	2 "	1 "
Salt . . .	1 tola	1 tola.
Pepper . . .	½ "	½ "

The Officer-in-charge could vary it in case of sickness.

75. (a) The original village relief lists were drawn up by Sub-Divisional Officers, later by Range Officers.

The Divisional Officer, Sub-Divisional Officers and I myself checked them as often as possible.

76 (a) Payment was made in cash to June, and later in grain. It was made weekly by Range Officers.

77. I know of none.

80. Yes. To help cultivators and exporters. Yes, and about Rs4,000 were spent.

81. No, as the Government rate was fixed.

82. Out of a total demand of Rs 34,495, the sum of Rs 26,907 was suspended.

83. Suspension was based on failure of the crops, and inability to pay, the question of capacity to pay being decided by the Tahsildar.

84. Before, but also during collections.

86. No.

87. The numbers on relief more than trebled those in 1897, because—

(a) The failure of crops was practically complete against partial failure in 1897.

(b) There was failure in the adjacent plains, which was not the case in 1897, hence field work was not available; and there was little demand for timber, etc., owing to general impoverishment.

(c) The mahua crop was fair in 1897, but almost *nil* in 1900.

88. I think relief attained the happy mean as far as circumstances (beyond Government control) permitted.

89. State ryots, with security of tenure.

90. Yes, because the 1897 famine was so recent, and Forest Officers are well-known to the aborigines.

91. In a famine year with his nomad proclivities an aborigine has no credit, and usually few resources to exhaust.

92. In a wild tract among aborigines I think the tests are sufficient; elsewhere it appears to me they are not sufficient.

93. I would increase European Officer's supervision, and give them power to select and weed out. I do not think unchecked selection can be entrusted to a poorly paid subordinate staff.

94. No mortuary returns are maintained.

95. I do not think the mortality was high, and it was certainly lower among children than in 1897. The deaths from cholera were also fewer. The census of 1901 will soon tell the results of 1897 and 1900.

96. Everything that could be done was done to improve the water supply, but bad water at the burst of the rains caused much dysentery and many deaths.

Permanganate was used freely, and when cholera was about, daily. Wherever possible new water holes were dug and lined in the event of cholera outbreaks.

97. The only special sanitary arrangements was to avoid latrines. Measures taken are described in answer to Question 22.

98. Yes. No.

99. Largely, but it is difficult to say to what extent green food or bad water did harm respectively at the burst of the rains.

100. No.

102. A large number of orphans have been handed over to relatives, etc., some to Missionaries, but the work is still in progress.

103. No.

104. No.

105. No.

106. No.

107. The few employers of labour took to paying Famine Code rates for field labour in lieu of grain. Wages fell but even then the people preferred private relief work, as they were freer as to hours.

108. The Famine Code was worked up to as to principle, but not as to letter, as the answers given will have shown.

In a wild tract among aborigines this must always be the case.

109. No.

110. The Korku and Central India Mission gave invaluable aid in men and money, and helped both in supervising gratuitous relief and relief works.

The Roman Catholic Mission (Amraoti and Nagpur) also helped in a smaller measure. The results were most successful, *visible* and sympathetic relations between Government and Missions will always help to extend such aid.

111. As we were working among aborigines we had, thanks to recent experience, no unnecessary changes in system, etc., and so there are no ill effects to record.

112. Obviously in sparsely populated tracts the collection of large masses of people is impossible.

To attempt to mass aborigines would spell failure in every way.

CECIL BAGSHAWE,

Conservator of Forests.

HYDERABAD ASSIGNED DISTRICTS:

The 8th January 1901.

Statement of number of persons receiving relief on the last Saturday of each month in the Melghat Taluq, Ellichpur District, Berar, during the Famine of 1899-1900.

District and Taluq.	Description of Relief.	November 1899.	December 1899.	January 1900.	February 1900.	March 1900.	April 1900.	May 1900.	June 1900.	July 1900.	August 1900.	September 1900.	November 1900.	Average during entire period calculated on the figures of the last Saturday in each month.
RELIEF WORKERS—	I. On grass, bamboo, mats, etc. (estimated)	2,221	4,395	5,072	4,083	3,330	1,193	1,112	6,121	9,119	1,078	1,322	...	...
	II. On other works roads, etc., as per returns	...	70	104	2,113	3,070	4,377	1,911	...	...	...	...	...	...
	Total Relief workers	2,221	4,471	5,176	6,196	6,400	5,570	3,023	6,121	9,119	1,078	1,322	...	4,213
DEPENDANTS—	I. Grass, mats, etc. (estimated)	711	1,125	1,679	1,401	915	491	371	2,954	503	1,014	...	...	...
	II. On other works roads, etc., as per returns	...	...	...	...	1,131	1,109	2,293	...	...	...	...	...	...
	Total Dependants	711	1,125	1,679	1,401	2,046	1,600	2,664	2,954	503	1,014	...	...	1,403
GRATUITOUSLY RELIEVED	Total number relieved on the last Saturday of the month.	...	360	423	509	1,019	1,890	2,415	4,123	10,603	7,078	4,602	...	...
	Total units { I. Estimated	2,903	5,962	6,130	6,143	8,094	8,171	8,810	10,610	13,623	9,058	5,321	...	3,103
	II. By returns	68,090	170,101	215,201	230,150	120,403	72,313	65,017	360,393	401,911	392,701	165,166	...	7,297
	Grand total units	68,093	170,020	221,331	236,293	138,412	73,504	73,827	360,393	401,911	392,701	165,166	...	16,600
RELIEF WORKERS	Relief workers	...	788	2,170	2,160	2,159	1,970	2,173	1,813	1,721	1,537	...	...	1,684
	Dependants	...	...	...	...	...	...	...	...	...	...	...	...	...
	Gratuitously relieved	...	...	...	...	...	...	...	...	...	...	...	...	...
	Total number relieved on the last Saturday of month	...	788	2,170	2,160	2,158	1,970	2,173	1,813	1,721	1,537	...	...	1,684
DEPENDANTS	Dependants	...	...	...	...	...	...	...	...	...	...	...	...	...
	Gratuitously relieved	...	...	...	...	...	...	...	...	...	...	...	...	...
	Total number relieved on the last Saturday of month	...	788	2,170	2,160	2,158	1,970	2,173	1,813	1,721	1,537	...	...	1,684
	Total units	...	16,020	60,016	62,953	73,027	63,055	107,352	100,883	117,614	120,350	39,278	...	1,613

1896-1897.

NOTE.—The area of Melghat is 1,013 sq. miles and the population in 1901 was 47,000.

The figures for the famine of 1897 and 1900 compare as follows:—

	Month with highest daily number.	Highest daily number.	Highest number on works.	Highest number gratuitously relieved.	Average daily number of population on unit during period of famine.	Percentage of relief calculated on average daily number.
1899	July	13,633	6,121	10,503	6,817	18.8 per cent.
1907	"	4,653	2,458	3,593	3,640	7.6 "
Cost of Relief per unit { 17th pie.						
21 "						

HYDERABAD ASSIGNED DISTRICTS :
The 9th January 1901.

C. BAGSHAWE,
Conservator of Forests.

Captain W. Haig.

Answers by Captain W. Haig, Officiating Deputy Commissioner, Wun District, to the questions drawn up by the Famine Commission.

1. Good. Good.

2. Kharif sowings were quite up to normal. The normal cultivated area was arrived at by a calculation based on statistics for the area under kharif crops in previous years.

3. (a) about 36 inches.

(b) About 16 inches, or 44.44 per cent. of the average.

(c) The last rain fell in the middle of September.

(d) The rainfall at first was little less than the average. In August it began to fail and ceased completely in the middle of September. It was the early cessation of the rain rather than its general deficiency which caused the partial failure of crops in the Wun District.

4. (1) Cotton—the valuable crop—6 annas in the rupee in two taluks and 10 annas in the other two taluks.

(2) Juari—the food crop—about 4 annas in the rupee all round.

(3) Rabi crops—wheat, gram and linseed—were not sown.

5. (a) About 30 per cent.

(b) About 45 per cent.

6. The necessity for relief was assumed principally from the conditions known to prevail in other districts. Evidence of this was found in the immigration of numbers of people in search of work in the latter end of 1899. These people were relieved by the grass-cutting operations undertaken by the Forest Department. Almost simultaneously with these operations test works were started by the District Board. These test works proved that the time had come to open relief works which were accordingly opened. The actual proof of necessity was required by compliance with tests.

7. I have answered this question generally in my last answer. The Wun District was more fortunate than any other district in Berar, or than either of the adjacent districts in the Central Provinces. The first indication of actual famine was the appearance of immigrants from other districts. These people, led, no doubt, by reports of the better condition of the crops in Wun, appeared in the district before distress was acute.

8. The grass-cutting in the reserves, already mentioned, was the first measure which afforded general relief. This provided principally for immigrants in search of relief. It was impossible at first to gauge the actual extent of the distress in

W. Haig.

the Wun District for the reasons already given. The distress consisted principally in the invasion of the district by people from every direction in the earlier stages of the famine and by people from the Nizam's dominions throughout the famine, as well as by the depletion of grain-stores caused by exportation to less favoured tracts during the continuance of the famine.

Two test works in the same locality and under the same management were started. One was a stone-breaking work and the other an earthwork, consisting of repairs to an existing tank. As the stone-breaking work was the more distasteful of the two to the general population, nobody was admitted to the earthwork who had not undergone a term of probation on the stone-breaking work. This arrangement served to distinguish those who were really in need of relief from those who were merely "trying it on."

9. I am unable to answer this question as I did not take charge of the Wun District till September 1900.

10. Large public works.

I cannot say whether a programme of small village works was ready, but I rather think that no programme of such works had been prepared.

11. The following order :—

- (1) Opening Government forests and test-works.
- (2) Kitchens on works.
- (3) Organisation of public charity.
- (4) Poor-houses.
- (5) Village kitchens.

12. (c) The organisation of local charity was a matter which the Deputy Commissioner kept in his own hands.

(b) There was no special action taken as regards the stimulating of local employment of labour.

(d) The Deputy Commissioner and Mr. Walsh, then Extra-Assistant Commissioner, aided by the Tahsildars and relief officers, made the observation of the general condition of the people their special care.

13. No. In the Wun District there was no necessity at the outset for any special procedure in connection with loans.

14. (1) No, except for certain garden crops. Wheat is irrigated from wells, but I do not think that the existing system of irrigation can be much extended.

(2) I cannot say, as I was not in the district long enough to study the subject, but it must have been very low, owing to two years' previous drought. For those two years there had been just sufficient timely rain for the crops, which were good, but the rain was not enough to improve the water-supply appreciably.

(3) (a) No. (b) Yes. (c) Yes.

15. The grass-cutting operations and the two test-works referred to in the answer to question 8. The works are described in that answer. They were under the supervision of the Deputy Commissioner.

16 and 17. I cannot answer these questions, as I was not in the Wun District when the test-works were open.

18. The large increase in the numbers of *bona fide* applicants for relief.

19. Large public works.

20. Under the joint control of the Deputy Commissioner and the Executive Engineer acting in concert with him. The Executive Engineer at Amraoti cannot be said to be subordinate to the Deputy Commissioner at Yeotmal in times of famine. As there was no responsible officer of the Public Works Department on the spot, there was considerable delay in opening the works, and tools and plant were not at once available, nor were establishments ready. In times of famine it is absolutely necessary that a responsible officer of the Public Works Department, with the powers of an Executive Engineer, should be posted at the head-quarters station of each district, at least, in order that he may work in concert with and under the general administrative control of the Deputy Commissioner. It is idle to expect satisfactory results if the Deputy Commissioner has to share, the only responsible officer of the Public Works Department, with one or two other Deputy Commissioners of districts, as well as with the Superintending Engineer, and has seldom or never the opportunity of conferring personally with the executive officer of the Public Works Department.

21. It was not found necessary in the Wun District to divide single works into separate charges; each work was under the charge of a special Civil Officer who was responsible for the general management. A Public Works official, the overseer of the work, had charge of the work with regard to professional matters, but he had no administrative power. Under the Overseer were time-keepers in charge of gangs or collections of gangs, four or five at most, and under the time-keepers were the mukaddams of gangs. These subordinates had charge of the actual working. Under the Civil Officer were pay clerks and kitchen clerks, also cashiers.

The maximum charge of one special Civil Officer was 5,000. This number was never exceeded in the Wun District.

22. I have given the establishment of a single relief work in my answer to the previous question. The question of separate charges on one work never arose in the Wun District. In the Basim District, where it did arise, the special Civil Officer was given an assistant, but the Assistant Civil Officer had no separate establishment.

I am unable to enter into any detail as to the previous arrangements for the hutting of workers in the Wun District. In the Basim District, huts

of bamboo-matting were erected. These huts could not at first be erected quickly enough to afford shelter to all applicants for work, but this was a matter of minor importance as the relief works first opened were in the immediate vicinity of towns or large villages where the workers could find lodging. Besides, these works were first opened in the cold weather, when shelter in the day time was not needed. The weather was mild for the time of year, and shelter, even at night, was not a matter of real necessity. As arrangements were perfected, works were never opened until hutting arrangements were complete. In the rainy season huts were rendered waterproof either by being covered with tarred sacking or by palas leaves. The latter arrangement was found to work well.

really in need ofervancy and sanitation miscellaneous "trying it on." formed. There were sub-gangs of

9. I am unable to say who cleaned the surroundings did not take charge of moving excreta and rubbish. September 1900. unsuccessful. The people

10. Large public works. try, and it was not found use the trench latrines.

I cannot say whether a programme was selected for village works was ready, but I rather think that a buried programme of such works had been prepared. apply

11. The following order :—

- (1) Opening Government forests and test-works.
- (2) Kitchens on works.
- (3) Organisation of public charity.
- (4) Poor-houses.
- (5) Village kitchens.

12. (c) The organisation of local charity was a matter which the Deputy Commissioner kept in his own hands.

(b) There was no special action taken as regards the stimulating of local employment of labour.

(d) The Deputy Commissioner and Mr. Walsh, then Extra-Assistant Commissioner, aided by the Tahsildars and relief officers, made the observation of the general condition of the people their special care.

13. No. In the Wun District there was no necessity at the outset for any special procedure in connection with loans.

14. (1) No, except for certain garden crops. Wheat is irrigated from wells, but I do not think that the existing system of irrigation can be much extended.

(2) I cannot say, as I was not in the district long enough to study the subject, but it must have been very low, owing to two years' previous drought. For these two years there had been just sufficient timely rain for the crops, which were good, but the rain was not enough to improve the water-supply appreciably.

(3) (a) No. (b) Yes. (c) Yes.

of affected areas and percentage of the famine-stricken to the total population.

Applicants for relief did not travel great distances in the Basim District. And among immigrants from the Nizam's dominions who came to the Basim and Wun districts, there were many instances of people who had travelled enormous distances. These were people who seem to have wandered far to very little purpose. By the time that they reached our districts, with their well-organised relief arrangements, the wandering instinct would seem to have become second nature to them. With relief all round them they still preferred to wander aimlessly, picking up a meal at this kitchen and that poor-house, with a stray dole of dry grain here and there. These unfortunates found a very serious item in our famine expenditure and arrangements. I shall have more to say on this subject when I come to the question of the mortality and immigration from Native States. Ordinarily there was no need for an inhabitant of the Basim District to travel more than 12 miles in search of relief, and I do not think that many did so, except some few for whom the work nearest to their homes was not good enough, and who wandered on to other works in the hope of bettering themselves. These, it is hardly necessary to say, were not absolutely famine-stricken. The case of the Wun District was different. The famine-stricken tract was in the north of the district. Probably the greatest sufferers from famine were the inhabitants of the Nizam's dominions to the south of the district. These people naturally had to travel a considerable distance before they reached our works, but it was no part of our duty to provide for this contingency. It could not have been foreseen that relief arrangements in the Hyderabad Territory would be so utterly nugatory.

25. Yes; they were subordinate in all matters. Had professional questions arisen, the Public Works officers could have submitted their case to the Executive Engineer, who would have settled the matter in consultation with the Deputy Commissioner. I cannot recall any such case.

26. (1) Yes.

(2) From among educated Brahmins, generally from among the more promising clerks in Government offices.

(3) The salary was Rs50 per mensem in the Wun District, and generally in the Basim District. Some Civil Officers, however, holding particularly heavy charges, received Rs65 per mensem.

(4) They were superior to them, and had executive authority over them.

(5) Yes.

27. I think so, but I know of no case in point.

28. I can answer this question more conveniently by beginning with the sub-gang, which was the unit. The sub-gang consisted of 10 or 12 workers of the three classes—I, II and III, *i.e.*, (I)

W. Haig.

able-bodied men, and in exceptional cases women, (II) able-bodied women and weak men, (III) working children.

(a) On an earthwork the sub-gang consisted of two or three members of class I, who were diggers. The sub-gang was completed by carriers, members of classes II and III.

(b) On stone-breaking work the sub-gang consisted of three members of class I, who quarried the stone and broke it, with sutkis, into pieces of convenient size and shape, for the stone-breakers. The stone-breakers were members of class II. They were five or six in number. The sub gang was made up by carriers (working children, class III) who carried the prepared stones from the quarries to the breakers.

A gang consisted of five sub-gangs, 50 or 60 workers. The gang was immediately subordinate to a mukaddam.

Arrangements were made to secure family sub-gangs, and where that was impossible caste sub-gangs. These arrangements were very successful.

29. I have given the classification of labourers in the answer to the last question.

The scale of wages varied from time to time, as may be seen from the series of famine orders published at the Residency, which I regret to say I have not with me for reference.

30. The classification which I have given in my answer to Question 28 will show that there has, as a matter of practice, been a difference between the wages of men and women. But there have been cases of women working in class I, and very many cases of men working in class II. I do not think that there need necessarily be any distinction between the sexes in the matter of pay. Those who are capable of doing and who actually do heavy work should be classed in class I, without distinction of sex. Those who are capable of lighter work only should be classed in class II, whether they are men or women. It will, I think, be found that the majority of class I will be men and the majority of class II women, but the classification should be left to Officers-in-charge of works, subject, of course, to the supervision of Inspecting Officers.

This opinion disposes, I think, of the financial view of the question. We should pay for hard work done by those who are willing to do it, whether they be men or women. I think that during the recent famine there was a tendency on the part of Officers-in-charge of works to put a man into class I merely because he was a man, and a woman into class II merely because she was a woman. I think that it should be impressed on Officers-in-charge of works that women capable of heavy work should be classified in class I, and that men incapable of heavy work should be classified in class II.

It was often difficult to form sub-gangs with the due proportion of each class of workers owing to the prevalent idea that a woman should not in any

case be placed in class I. Often the women were more fit to be placed in this class than men who had sent their wives on to works and lived at home themselves as long as possible on what they could pick up.

31. I believe the Code task system was introduced from the outset in the Wun District, and that no system of payment-by-results was adopted.

(a) No. (b) No.

32. Yes; I do not think that relief can be adequately afforded in cases of severe famine by works conducted throughout on a system of payment-by-results.

34. The scale of wages was certainly adequate. I should hesitate to say that it was unduly liberal. My experience in the Basim District led me to the following conclusion in respect of the minimum wage, which was the wage of the vast majority of famine relief workers there. The amount of grain procurable with the minimum wage was sufficient in the hot whether to support life, though insufficient to keep the workers in first class condition. Most, however, preferred to do as little as they could and earn the minimum wage, rather than exert themselves for the sake of earning more. After the first heavy rains conditions changed. The relief workers were able to obtain tarota and other wild herbs in large quantities. The vegetable ration thus procurable, added to the grain ration, was not only sufficient to support life, but to keep the workers in comfortable condition, so that the temptation to idle was greater, and there was less incentive to exertion. From what I have said it might seem that I advocate a reduction in the minimum wage, at any rate in the rainy season, but this is not the case. Relief workers will fill their bellies when they can, without much regard to the quality of what they eat. Any general reduction in the wage would be followed by an increased consumption of tarota and other vegetables. Such articles of diet, though not, in my opinion, unwholesome, when taken in moderation, are most unwholesome when eaten to excess by people who have for months been unaccustomed to green food in any form. I would therefore leave the minimum wage as it is, seeking a remedy rather in fines to be inflicted on incorrigible idlers, than in any general reduction of the wage.

I came across no evidence that the workers saved upon their earnings, and copper coin, I believe, returned freely to Banias on the works.

I have already given reasons for my opinion as to the adequacy of the wage. My opinions on the other points are based on general experience. I am unable to quote any more precise authority for them, as I am not now in a position to verify them by inquiries.

35. The minimum wage was given to all workers on rest-days. I have no experience of works on which no rest-day wage was given, and am therefore unable to draw comparisons, but I

should think that with our minimum wage the experiment of paying workers nothing on rest-days would be dangerous.

36. I have already touched on this subject in my answer to Question 34. I am not in favour of any general reduction of the minimum wage, but I think that fining should be resorted to far more freely than it was in the case of persistent idlers. I think that Civil officers and Overseers should have the power of fining down to half of the minimum wage. The sub-gang system places some difficulties in the way of primitive measures. It would be obviously unjust to fine all the members of a sub-gang of which the outturn of work was brought down by the idleness of one or two of its members. Idlers should be looked for, and, when discovered, should be removed from their gangs and formed into sub-gangs by themselves. Such sub-gang might be freely fined. But in this case inspecting officers should be directed to pay special attention to such sub-gangs, as it would be necessary to guard against the danger of treating weak and infirm people, physically incapable of much work, as idlers.

37. The minimum wage was allowed at the outset. There was very little tendency to fine below the minimum wage in the Basim District, and I believe that the same may be said of the Wun District. I need not answer the rest of this question.

38. Payments were made daily. I do not think that they could be made less frequently without danger.

39. They were paid daily.

40. In the Basim District payments were made to the individual. I cannot say for certain what system prevailed in the Wun District, but I rather think that the system was that which prevailed in the Basim District. I should be inclined to think that there would be some danger in making payments to heads of gangs, but I believe that this system worked well in some places, and there is no doubt that it would be more expeditious than the system of payments to individuals.

41. No. I regret to say that I cannot. I had not sufficient experience in the Wun District to acquire this information. What I can say is that there were some large works in the Basim District where not a single soul earned more than the minimum wage.

42. No such system was in force.

43. (a) The price of 20 chittaks ($1\frac{1}{2}$ seer) of grain, subsequently reduced from time to time until it came down to the price of 10 chittaks of grain. (*Vide* Berar Famine Code, Appendix V, and the Resident's Famine Circulars.)

(b) Non-working children received cooked food in kitchens on the works as dependants on the workers.

(c) Weakly persons capable of some work were formed into infirm gangs and did nominal work,

(5) The Public Works Department arranged for the supply of tools and plant which was *in situ* before applicants for work were received.

(6) The work was marked out and measured by an officer employed by the Public Works Department and styled "Work Agent." He marked out the work in advance, where necessary, and measured it daily.

(7) I am afraid that the arrangements for imposing fines were faulty ; many should have been imposed, but few were.

(8) The water-supply was conserved in the following manner :—

(a) Wells were fenced, and were disinfected with permanganate of potash once every three days.

(b) Nobody but members of the water-supply gang was allowed within the well enclosure. The members of this gang were of good caste, generally Kunbis. They drew the water and supplied it to the workers through the pipes. They carried the water to the working ground when it was necessary to supply workers there with water, and they supplied it to them through tin pipes from the water-supply sheds.

(9) I have already referred to hospital arrangements. The Civil Surgeon arranged for the supply of medicines and disinfectants.

48. Under the orders of the Local Administration, I cannot say whether any independent action was found to be necessary, or whether, if it were found to be necessary, the Local Administration endorsed the action of local officers.

51. Not in the Wun District.

52. None in the Wun District.

53. None.

54, 55 and 56. Do not apply.

57. One relief work in the Wun District, that at Bori, was erroneously styled a village work when the management was transferred from the Public Works Department to the Deputy Commissioner, but by the time that the management had been so transferred applicants had ceased to appear.

58. Does not apply.

59. No.

60. Yes, the population of the Wun District consists largely of Gonds, Kolams and Pardans. In the parts of the district inhabited by them crops were fairly good, and it was not found necessary to open relief works in that tract. Some gratuitous relief in the form of kitchens and village doles for a small proportion of these people was found necessary, and they availed themselves of it. The measures were successful. I do not think that any special relief is necessary for these tribes. I know them fairly well, and I think that they would be perfectly ready to avail themselves of ordinary measures of relief in case of necessity. They do not exclusively inhabit any tract, but are found,

principally in the Wun and Kelapur taluqs, mixed with the ordinary population, the general habits of which they may be said to have adopted.

61. Yes. By the Forest Department. They served the aboriginal tribes already mentioned to some extent, but they also served, I believe to a greater extent, immigrants who came into the district in search of work.

62 and 63. No.

64 and 65. Do not apply.

66. Free grazing and the cutting of grass. These measures were only partially successful, owing to the very poor condition of the cattle which came into the district and the apathy of the people in availing themselves of the opportunity of purchasing the cut grass.

67. No.

68. (a) With cooked food in the kitchens attached to the works.

(b) Does not apply.

69. Village doles and State kitchens. I prefer the system of relief by cooked food in State kitchens. This mode of relief was adopted owing to the unwillingness of people not actually in need of relief to accept cooked food. But concurrent relief by doles of dry grain is necessary—

(a) for village menials whose duties frequently take them away from the village, so that they cannot attend regularly at the kitchen.

(b) for the few persons in need of relief whose caste prejudices preclude them from accepting food cooked by cooks of the highest caste generally available for this service in Berar, *viz.*, Kunbis.

70. I fear I cannot answer this question satisfactorily for the Wun District. I saw very little of the actual working there. The recipients of gratuitous relief were selected by persons with local knowledge. Those who would eat cooked food were sent to kitchens where possible. Those whose caste prejudices actually precluded them from taking cooked food were not forced to go to kitchens, but received a grain dole. The cooked food test was applied in cases where men not of high caste gave themselves airs.

71. Six. They were opened in February 1900, and were frequented by Kunbis, a few Bunjaras and people of lower castes. The following were the total numbers for the last Saturday in each month from February to October 1900 :—

	No.		No.
February	25	July	1,537
March	129	August	1,239
April	207	September	1,113
May	216	October	518
June	1,039		

I have not the numbers for November yet.

72. I believe not, but I cannot speak with confidence on this point.

73. Yes.

74. (a) None.

(b) Forty-six. A kitchen was supposed to serve a radius of about 3 miles.

75. The ration was khichri made of juari meal (or rice) dal, oil, and chillies. To the best of my recollection 9 chittaks of meal or rice and dal were allowed for an adult. This, when cooked with the condiments, made a ration of 18 chittaks. This was ample, and the food was very palatable, as I can say from experience. The food was generally served only once a day, though in one case it was served twice. There is no necessity for its being served more than once. People can take away with them what they are unable to eat at one sitting. The meal was supposed to be served at a fixed hour, but I fear that there was a good deal of irregularity. People were allowed to take food away if they liked.

76. No, no limit of distance was fixed, and civil kitchens were in some cases opened near relief works.

77. Restricted. Only infirm people incapable of work, or unable to travel to the nearest relief work, were admitted by Circle Inspectors.

74. The following the poor-house ration:—

	Adults.	CHILDREN.		
		10—14.	7—10.	Under 7.
Flour	7 chittaks.	4½ chittaks.	3½ chittaks.	2½ chittaks.
Dal	1 chittak.	½ chittak.	½ chittak.	¼ chittak.
Salt	¼ ounce.	⅛ ounce.	⅛ ounce.	⅛ ounce.
Oil	¼ "	⅛ "	⅛ "	⅛ "
Condiments and vegetables	½ "	⅛ "	¼ "	⅛ "

The grain was rice or juari, whichever is cheaper.

Yes, inmates of poor-houses who were sick or very feeble were put on hospital diet.

75. Village gratuitous relief lists were drawn up by Circle Inspectors and checked by the relief Naib-Tahsildar or Relief Tahsildar. Recipients were inspected by the Circle Inspector, Relief Naib-Tahsildars or Tahsildar, and the Deputy Commissioner. I cannot now say for certain how often they were inspected. I had to punish two Circle Inspectors for insufficient inspection.

76. (a) In grain, (b) daily, (c) generally at the village *chowdi*; but sometimes at the Patel's house.

77. None to my knowledge.

78. Kunbis. Some Kunbis objected to receiving cooked food and eating it at the kitchen, on the plea that, by so doing, they were taking their meals with people of lower caste. This was a mere excuse. Arrangements could always be made to seat Kunbis at a distance from Mahars, and

Kunbi dependants in kitchens at relief works took their food in the same enclosure with Mahars without raising any difficulty.

People of castes higher than the Kunbi caste will not, of course, eat food cooked by Kunbis. Such people were relieved in the Basim District, where necessary, with a grain dole. I do not know whether any difficulty arose in the Wun District, but I think not, as I heard of none.

79. *Village Officers.*—Kitchens were inspected and accounts scrutinized by Circle Inspectors, Relief Naib-Tahsildars, the Relief Tehsildar, the Tahsildar and the Deputy Commissioner. Accounts were also examined in the tahsil.

80. Grain was sold below market rates at Yeotmal, by private charity. The shop was under the management of Mr. Krishnaji Narayan Kane, a private gentleman of great liberality and public spirit. He has since died, a victim to his sense of duty. The measure was successful so far as it went, but it was not conducted on a large scale, and I was not in the district when it was working, so I cannot offer any opinion on the subject.

81. No. I believe that the grain shop had some slight effect in keeping prices down in the town of Yeotmal itself, but cannot speak very confidently on the subject, and at any rate the reduction in general prices was not sufficiently great to benefit purchasers to any appreciable degree.

82. None were found necessary.

83, 84, 85 and 86. Do not apply.

87. More than 15 per cent. of the population were never in receipt of relief.

88. Relief was adequate, but not excessive, when I took charge of the Wun District. I do not think that it was ever excessive, and I have no ground for saying that it was ever inadequate, though I know Mr. Simpson complained at one time of the large number of immigrants from the Nizam's Dominions, from which it may be inferred that in the Wun District, as elsewhere, calculations based on the actual needs of the district were thrown out of gear by immigration. I shall have more to say on this subject in my answer to Question 100.

89. Among those in receipt of relief were to be found State ryots. The proportion of these was not large. The bulk of the recipients consisted of agricultural labourers, Banjaras, and Mahars, and numbers of aboriginal tribes.

90. Yes. The only fact to which I can attribute this increased readiness is the fact that the recent famine was very much more severe than that of 1896-97, the only other of which I have had personal experience.

91. No.

92. I certainly do not think that people not in need of relief are likely to abstain from seeking

it, so long as the rule that all applicants for relief are to be admitted to works prevails. If the Code tests are strictly applied, they are perhaps sufficient to prevent people not in need of relief from remaining on works. I should, however, be inclined to add a rule that all able-bodied men and women not earning more than the minimum wage after six weeks on the work should be either dismissed from the work or put on a penal wage of half or two-thirds the minimum wage.

94. The registration of vital statistics is generally in the hands of village officers, but sometimes in the hands of station-house officers.

95. The high mortality in the Wun District was undoubtedly due principally to cholera, dysentery, and diarrhoea, all of which diseases were either caused or accelerated by the immoderate use of wild herbs.

96. Bad water no doubt caused or accelerated the diseases mentioned in the answer to the last question as the principal causes of the high rate of mortality. To improve and extend the water-supply, wells were sunk and jhiras were dug in the beds of rivers and nalas. Permanganate of potash was used to disinfect wells where necessary and possible at intervals of three days. It is of course impossible to prevent the people at large from drinking foul water from nalas, rivers, and pools after heavy rain, and it is to their folly in this respect that I principally attribute the heavy mortality.

97. (a) Conservancy gangs were appointed to keep the camp and its surroundings clean; water was disinfected and guarded. Endeavours were made to persuade the people to go to a fixed place for purposes of nature, but these were not wholly successful.

(b) Arrangements were similar to those on relief works, but were more successful, the inmates being constantly under the eye of the Superintendent.

(c) No special measures were adopted beyond the disinfecting of the water-supply.

I have already remarked on the sufficiency of these measures.

They were supervised in the case of (a) by the Special Civil Officer and the Medical Officer, in the case of (b) by the Superintendent of the poor-house and the Medical Officer in visiting charge, and in the case of (c) by the Village Officers in charge of the kitchen. Inspecting Officers devoted attention to them in all cases.

98. Yes. I did not hear of any case of the sale of inferior or unwholesome grain, but a very large proportion of the grain consumed was, of course, *peo juari*.

99. To a considerable extent. (*Vide* answer to Question 95.)

100. Yes. On this point I am able to speak with certainty. I will first give my experience in the Basim District. My duties, general and special,

kept me at Risod for some time. This is a large village in the Basim Taluq, south of the Pain-gunga and near the border of the Nizam's Dominions. There were three large works in the immediate vicinity of the village, a tank work, a road work, and a stone-breaking work. There was a free kitchen in the town, and there was a poor-house. On my arrival I found that about 85 per cent. of the inmates of the poor-house were inhabitants of the Nizam's Dominions. With the Deputy Commissioner's sanction I closed the poor-house, making arrangements to send the inhabitants of the Nizam's Dominions to Jaipur, over the border, where I understand what was known in that territory as a "poor-house" was established. I found similarly that a very large proportion of the recipients of relief at the kitchen were immigrants from the Nizam's Dominions. I drafted these immigrants likewise to Jaipur. Large numbers of immigrants on the works were not interfered with.

To attempt to get rid of these immigrants by drafting them was a hopeless task. In many cases they fled from the jaglyas told off to escort them over the border and returned the next day. They hardly ever stayed away for more than two or three days. Large numbers flocked daily into Risod in a moribund condition and died like flies. On going out in the early morning I have seen corpses lying in the streets. At first I thought that there must be some gross mismanagement somewhere, but found on inquiry that these bodies were those of immigrants who had arrived after the closing of the kitchen in the evening, and, lying down to sleep for the night, had just died. It was impossible to obviate lamentable occurrences of this nature. The condition of these poor wretches was most pitiable. I sometimes went out in the evening to see whether I could find any new arrivals, and always found them, sometimes in considerable numbers. I did what I could for them, just to keep body and soul together till the next day, when they could be admitted to the kitchen. One man offered to sell me a youth of 16, his son or younger brother, for Rs. 5, as a slave.

Any attempt to draft these people back to the Nizam's Dominions terrified them. On one occasion I ordered the Relief Naib-Tahsildar to make out a list of the immigrants in the kitchen, with a view of drafting them to Jaipur. He made out a list in the afternoon, and I made arrangements to draft the people next day, but in the evening they all disappeared, preferring, evidently, to trust to finding relief elsewhere in the Basim District rather than to be sent to the "poor-house" at Jaipur. I asked these people the reason of their unwillingness to be sent back, and they told me that all that an applicant for relief got at the "poor-house" at Jaipur was a small mugfull of dry juari—not of much use to a moribund person who had neither cooking pots nor fuel—and a hint that they were not wanted. The Jaipur "poor-house" was only six miles from our border, and I much regret that

I was not able to visit it. I was fully convinced, however, from the inquiries which I made and from the persistency of the immigrants, that relief measures over the border were scandalously insufficient.

It is not possible to estimate, even approximately, the proportion which the immigrants bore to the total number relieved. It was not easy to discover who were immigrants and who were not, as the immigrants sedulously strove to conceal their place of origin, fearing lest they should be sent back to the Nizam's Dominions. I do not suppose that the proportion in the Risod poor-house was anything like a fair standard by which to calculate the proportion on works and in kitchens throughout the district, but I think that the proportion of immigrants on works near the border of the Nizam's Dominions could not have been much less than 50 per cent. A glance at the map will show that the Pusad Taluq was most likely to be unfavourably affected by immigration. But the immigrants by no means confined themselves to works near the border. They were to be found at Sirpur and at Medsi, which latter place is some 30 miles from the border. Mr. Simpson in the Wun District even complained of the large numbers of immigrants who had traversed the Basim District, and it is a fact that many did so.

I should estimate the proportion in the Basim District, very roughly, at 40 per cent. when the distress was really acute. I continually met immigrants from the Nizam's Dominions wandering aimlessly along the roads.

I may mention that the lamentable state of affairs which I found at Risod existed after Mr. Prideaux had had a personal interview with the Taluqdar of the Parbani District, and had arranged for the drafting of a large number of the immigrants, which drafting was actually carried out. It is possible, therefore, that things were not at their worst when I was at Risod.

101. I cannot give figures, as no separate record of vital statistics among immigrants was kept, but from what I have said in the last answer, and repeat here, that a large proportion of the immigrants just came over the border to die, it is evident that the mortality among immigrants must have been much higher than that among our own people, and that the total death-rate both in Wun and Basim must have been enormously increased by the death-rate among the immigrants. The proportion of immigrants was not, perhaps, so high in Wun as in Basim, as the distress in the Sirpur-Tandur District, Nizam's Dominions, was not, I understand, so severe as that in the Parbhani and Nander Districts, but the proportion was, none the less, very great.

102. The very few orphans that there were in the Wun District were taken charge of by Missionaries and by a few charitable private gentlemen. The Missionaries took the greater number.

103 and 104.—No.

104 (a). I cannot say whether any special arrangements were made in the Wun District. The proportion of the assumed consumption of the people was smaller in the Wun District than elsewhere. Indeed, grain was exported from the Wun District. I regret to say that I cannot give figures.

105. Yes, employers of agricultural labour did complain that they experienced a difficulty in obtaining labourers owing to the attractions of relief-works. They principally had themselves to thank for this state of affairs, for they offered no more than the ordinary wage, which in the late season of high prices was not a living wage.

106 (a) and (b). No.

107 (a). Yes.

(b) I think that there is some tendency to substitute a cash wage for a grain wage.

If cash wages have risen at all, it is very little. Certainly not in proportion to the rise in prices.

108. The Famine Code has been constantly modified by orders from Hyderabad, of which there were two series—the Administrative and the Public Works Department. The constant issue of fresh orders made the management of famine relief very difficult.

109. No. No. No.

110. Some non-official agency was utilized with success. There is scope for its extension. I think that *ex-pargana* officers should be compelled to work for Government in times of stress, in return for the permanent pension which they enjoy, and for which most of them do nothing.

111. I am unable to do this for the Wun District.

112. Yes, but I am sorry to say I am unable to suggest a remedy.

W. HAIG, *Captain,*
Offg. Dy. Commr.

WUN:

The 10th January 1901.

R. P. Colomb.

Answers by Major R. P. Colomb, I.S.C., Deputy Commissioner, Buldana, to questions drawn up by the Famine Commission.

1 and 2. General for the district and answered by Captain Plowden and Khan Bahadur Nawab Salamulla Khan.

3. (a) Thirty-three inches.

(b) Thirteen inches 87 cents, or '37 per cent. of the average fall.

(c) In September.

(d) 1899 fall—

	June.	July.	August.	September.	Total.
	5.10	2.26	1.52	1.36	10.24
Average fall	6.32	9.1	6.64	6.22	

4. There was no kharif harvest anywhere. A little kadbi was gathered in the Mehkar Taluq, but no grain.

5. About 37 per cent. of the total district population depends exclusively on agriculture as petty cultivators, and about 32 per cent. as labourers.

6. I did not arrive in the district till the end of July 1900, and I cannot satisfactorily ascertain this, but it appears to have been a combination of both.

7. As above, I cannot personally answer this, but I am informed that the facts were the scanty rainfall of 1899 followed by the failure of the crops; the abnormal rise in the prices of food-grains followed by the dullness of the labour market, and the rise in crime throughout the district.

8. Test-works—3 in number—were opened in September for stone-metal breaking and 1 in October in tank excavation, and the test was the task as prescribed in the local Code.

9. The answer is in the negative all through.

10. There was no programme ready at the commencement: eventually it settled down into large public works.

11. The sequence was—

(a) Test-works (September 1899).

(b) Organisation of private charity (October 1899).

(c) Poor-houses (November 1899).

(d) Kitchens on works.

(e) Do. elsewhere (State).

(f) Forest concessions gradually from September.

12. (a) A Special Relief Officer was appointed and under him worked 2 Special Relief Naib-

Tahsildars in each taluq, and a total of 28 Circle Inspectors. This staff, constantly travelling and constantly reporting, worked exceedingly well, and the general condition of the people was thoroughly well known, and the village relief arrangements were excellently managed and controlled. The police also were an observing and reporting body who did good work.

(b) The members of the Taluq Boards were asked to watch this matter, and in a few instances, it is said, that they did do so.

(c) Committees were formed in all the large villages and the towns in the district, and, on the whole, they appear to have worked loyally.

13. Captain Plowden has answered this for the district.

14. Irrigation wells are possible in many parts of the district: the average depth of water on the cessation of the rains in 1899 is reported to have been anything between 4 and 12 feet; the answers to (a), (b) and (c) are all returned as in the affirmative.

15. The test-works which were first undertaken were stone-breaking in the Town of Malkapur, Nandura, and Chikhli-Bhankhed; they were under the District Board, and were supervised by the Engineering staff of the Board.

16. Captain Plowden has answered this fully, and as he was on the spot and I was in England, it is merely useless repetition to re-write it.

17. Reply as above.

18 to 29. As above.

30. Here I have read Captain Plowden's reply, and I am of the same way of thinking.

31. Captain Plowden has answered this for the district.

32. The opinion I formed was that a system of payment by results would meet all requirements, even in case of severe famine, if started in time. In the Amraoti District, where I had three months' experience, as well as in Buldana, I found that many workers *would not* do more than the minimum task, and when remonstrated with, replied that we were obliged to pay them the minimum wage, and that sufficed them. I thought then, as I think now, that we were inclined to go beyond their needs, and that a little severity would lessen our numbers without increasing the death-rate. I believe we had many on our works who could well have supported themselves, and I give one instance which happened in August last—after I had come to the district. A woman died on the work at Hatni, leaving a small child, and the question was as to the disposal of that child. In the woman's *sari* were found no less than 32 rupees.

33. Has been answered for the district by Captain Plowden.

34. *Vide* my answer to Question 31. In the Amraoti District, the male workers could afford to

employ barbers: The Camp bazars both there and here exposed delicacies and luxuries for sale, and those not in small quantities. Packets of bidis, dried cocoanuts, sugar-candy, *gur*, and in one instance (at Amrapur) dried apricots, were for sale. Women's bangles were also freely sold, and I could not help thinking that our wage did more than save life, that is, that it was unduly liberal for the object we had in view. The workers were in excellent physical condition, and though large numbers of the women were in very ragged clothing, the flesh on their limbs and the health in their faces left nothing to be desired. That they saved is answered by the above and by the reply to Question 32. Copper coin returned freely to the banias: we repurchased it from them.

35. Answered for the district by Captain Plowden. In my opinion, the one day of so-called rest is desirable.

36. The minimum wages is, I think, too high, in that we found it was all so many were content with, and having earned that, would work no more. I should be inclined to lower it to 10 chattaks, and I by all means advocate a penal wage of 8 chattaks. Workers penally dealt with would quickly push out of penal wages.

37, 38, 39 and 40. Answered for the district by Captain Plowden.

41. I was not in India at this time. Captain Plowden has extracted the answer for the district.

42. Answered by Captain Plowden for the district.

43. Answered by Captain Plowden for the district, and I concur.

44. No.

45, 46, 47 and 48. Answered by Captain Plowden for the district.

But I should like to add that I consider the system of general provincial or even district changes of wages a wrong one. One whole district may be ready for a change in wages, while the next is not, or one district work may be so ready, while another is not. Our system has been a general change at one and the same time. I should like to see these introduced work by work or according to the recommendation of the district head.

51. Answered by Captain Plowden for the district.

52. The small village work proper did not commence in this district until the middle of August. Previous to that, and just before the rains should have come, in order to attract cultivators of land and others back to their villages from the large Public Works Department works, a system was devised by my predecessor as under.

Such persons were divided into 3 classes, designated respectively B, C and D Lists.

B List.—Patels were given a preferably free hand to engage in what work they would in or near their villages, work that would be of some utility, and any one offering was accepted on such work, he providing his own tools, etc.

C List.—Poor cultivators whose means were insufficient to keep themselves while preparing their land for the crop were, so long as the land preparation was in progress, entered on this list.

D List.—Cultivators who required labour in preparing their land, but who were too poor to pay for it, applied to the patel for such labour as they required, and it was furnished, the daily wages being defrayed half by Government and half by him who required the labour.

In each of these cases the payment was in grain, the wage corresponding to that of the large works, the labourer being given a ticket, coloured according to his class, on selected grain dealers.

O list was beneficial : D list was not, as the labourers provided seldom did a good day's work, and the employers complained a good deal. But this scheme was not approved of by the Commissioner, and gave way in the middle of August to regularly selected village works at central places, so many villages only being allowed to furnish the labourers for each work, the villages being within a distance of $4\frac{1}{2}$ miles from the work, and no one being taken without a permit from the patel of his village.

53. The class of works both under the former and the latter system included village road approaches, improving village roads, deepening old tanks, digging drains to roads in villages, short new roads, carrying broken stone-metal from camps to the road side.

54. None were conducted under the Public Works Department: the old system was entirely in the hands of the patels; the more regular system was under Civil agency, there being trained time-keepers and work agents on each whose work was supervised by the District Board Overseers and the Taluq Officers and Deputy Commissioner. There was, in the latter, no non-official agency.

55. Not applicable.

56. Under the latter system, a task was insisted on—the task at the time in force on Public Works Department works, and the scale of wages accorded with those on the large works, being gradually lowered as agricultural prospects improved. All comers from the circle and block were admitted when provided with a certificate from their patels showing that they were residents of a village within the circle or block.

58. There was only one instance of a large and a small work adjoining one another: the distance between them was about $2\frac{1}{2}$ miles, and neither drew labourers away from the other.

59. In the earlier stages of famine, I formed the opinion that small village works should be restricted, but that as the time drew near for agricultural operations to commence the extension of small village works is desirable. My reasons for thus thinking are that if these village works are

confined to blocks or circles, the people are drawn to their houses at a time when their presence there is necessary and in every way desirable, while there is actual labour on the spot for those desirous of employing it. The people are in their own homes, are better housed against the rain, and, being among life-long intimates, are probably better able to help one another. From about the middle of May onwards, I am strongly in favour of encouraging the village work and discouraging the large work.

60. There are no such tribes in the Buldana District.

61. No forest or fodder works were opened.

62. Unless nursing mothers are included among the able-bodied, the answer to this question is in the negative. Nursing mothers, who were a most troublesome class to deal with, were employed in field weeding in the vicinity of large works, to the kitchens of which they belonged, in the early rains. They were told off by the Camp Civil Officers to the village patel and allotted by the latter to field owners, and their work was not satisfactory. Those for whom they worked complained much against them for general inefficiency.

63. No special measures were taken.

64. We only possess such classes in the town of Deulgaon Raja in the extreme south of the district on the Moglai border, and only a few hundreds of them—weavers. As I did not assume charge of the district till the end of July, I am unable to personally answer this question. No doubt Captain Plowden—my Assistant—has done so: he was here all the year.

65. No answer required.

66. No special measures were taken. The only forest where there are reserves of grass were waterless, and so useless as centres for cattle. These can, at a not very large expense, be provided with tanks which will ensure a large number of cattle. There is grazing for something like 20,000 head being preserved.

67. The answer is no.

68 to 81. All the matter contained in these questions was arranged for and in working order many months before I assumed charge of the district by Khan Bahadur Nawab Mohamed Salamulla Khan, the Special Relief Officer, in consultation with the then Deputy Commissioner, and he has supplied the full information.

82. In this district there was no expressed suspension: lists were prepared in March—one of those able, and one of those unable, to pay in each village—by the village officials, and these lists were checked by Munsarims and some by Tahsildars, and there was a kind of an implied suspension till each case could be enquired into. These enquiries commenced in August and are still going on. Up to date (15th January 1901)—

(a) Rupees 3,45,908 have been suspended.

(b) Rupees 2,851 have been remitted.

83. Suspensions and remissions are not based on crop failure solely: the general capacity of the individual to pay is very largely taken into account, and in the rather numerous class of cases in which Khatedars have disappeared leaving neither traces nor heirs, remission is recommended. All suspension and remission cases are rather searchingly enquired into by the Tahsildars, and the results, with recommendations, sent to me for my orders.

84. See the answer to Question No. 82.

85. We have none such in this district.

86. We have not yet been far enough to judge, but I believe that many well-to-do persons hung back from payment in the hope and belief that they might eventually escape, and that their example was followed and the results watched by many who were nearly as well able to pay. I am of opinion that the people in this district are being lightly dealt with in this matter, and that, though the large majority of arrears are as yet but provisionally suspended, when the cases involved therein have been individually dealt with, ample relief will have been given. From the nature of the enquiries now being held, I believe that all fit subjects for relief will have been reached.

87. Answered for the district by Captain Plowden.

88. Answered for the district by Captain Plowden, and I concur, and add that I always held the opinion that the admissions to our State kitchens were too free. The children flowed in in shoals—something like 85 per cent. of those fed in those kitchens were children below 10 years of age—and we were obliged to accept them. I would have a very strict admission test for child-admission.

89. Answered by Captain Plowden and Khan Bahadur Nawab Mahomed Salamulla Khan for the district.

90. I was not in the district early enough to reply to this personally, but I think the answer must be that they were so. I have said I considered the wages attractive in that their purchasing power was large, and we were so ready to relieve all comers in the very numerous ways in which relief was offered, that I think we have weakened the self-reliance of the people, and that in numbers has been swallowed up the old feeling of pride preventing the acceptance of relief. The 1896-97 famine prepared the people for this and the change has since then soaked in.

91. Answered by Captain Plowden and Khan Bahadur Nawab Mahomed Salamulla Khan from personal knowledge for the district.

92. No, I do not. I think they should be made more severe, say by piece-working and an insistence on the completion of the task. I am

sure that in the district the workers were overconsidered, and that this tended to swell their numbers. The district policy had been to, as far as possible, stop all fining and all penal dealing with the workers. The fact must have been apparent to the people and have rendered our works more popular. Workers came late, earned their minimum wage, and then knocked off.

93. If there could be an inter-district and an inter-provincial and inter-state co-operative system of drafting, then I think selection for admission is just possible, a certificate from the patel being the test of eligibility. But in districts such as Buldana, bordering on the Moglai, to ensure the selection in labour and inter-state drafting working smoothly, equality in the management of the relief-works by each side is necessary.

Extra-Buldana and Bombay immigrants showed no reluctance to disclose their place of origin: Moglai immigrants did all they could to conceal theirs; and the inference I drew therefrom was that in our own and the Bombay districts, relief was satisfactory and sufficient; in the Moglai it was not.

94. Answered by Captain Plowden for the district.

95. The highwater mark of district mortality was for the week ending August 4th, 1900, when it rose to 12·7 per thousand. I have discussed the question with the Civil Surgeon and with non-official natives, and I believe exposure to inclement weather and the consumption of "jungle-Bhaji" has as much to say to these high mortalities as anything else. I am borne out in the latter by the fact that, when young, these wild vegetables do little harm: by the middle of July they are old and very strong. The death-rate quoted is, in fact, the rate for the week ending July 28th, when the country was sodden with rain.

96. The Civil Surgeon considers that the drinking of standing and stagnant rain water is a cause of increased mortality. Before and up to the commencement of the rains, jhiras and new wells were sunk, and existing ones were cleaned and deepened; after the rains broke, water was available almost everywhere, but impure water, and the low-castes especially used this; Potassium permanganate was very freely used throughout the district—by the Medical Officers three or four times a week on famine works, by the vaccination staff three or four times a month in villages; and in the wet weather when cholera might have been expected, the district was singularly free from it. Indeed, from this I have ever known it to be, and our works were, unaffected.

97. Sanitary arrangements on works and at poor-houses were in charge of a Hospital Assistant doing duty at each, under whom a special conservancy establishment worked. The establishment employed was generally sufficient to keep the camp and poor-house and their environs clean and in sanitary order. Sweepings

from camps and poor-houses were daily removed to a distance, and either buried or used as manure in fields. For purposes of nature, trenches to leeward and at distances were dug on the dry-earth system, with low-caste relief workers in charge: there were urinals on the works themselves. Flags marked the boundaries beyond which calls of nature must be obeyed, and chowkidars guarded the ground. Disinfectants were freely used and sulphur burnt where necessary. Cholera huts were available on all works, and the Civil Surgeon considers that the sanitary arrangements were "on the whole ample and good."

These remarks apply also to kitchens on works. In state kitchens no residence was allowed: those on the register only collected long enough to receive their food, and then departed, and the village Mahars were found sufficient to deal with the sanitation under the patels.

98. The grain shops on the works were regularly inspected by the Hospital Assistants on those works, and resulted in the supply of grain of very good quality.

99. Khan Bahadur Nawab Mahomed Salamulla Khan informs me that he has fully answered this question and has also supplied Captain Plowden with details for the same.

100. I cannot speak from personal experience, as my Buldana acquaintance with the famine only dates from the close of July 1900, but Captain Plowden and Khan Bahadur Nawab Mahomed Salamulla Khan have dealt with the question from personal knowledge.

101. As above: Captain Plowden has answered for the district, and I believe his answer to contain facts. As above stated, Moglai subjects concealed their State, naming Borar villages as their homes. The falsity of their statements was proved in the villages they named. Artifice once or twice brought forward the then Moglai subjects on a work.

102. Captain Plowden has answered this for the district; but I should like to add that he had some 19 orphans from the Moglai, and I have failed to get the Moglai authorities to tell me what they wished done with them—failed for over two months. I am now handing over the undisposed of ones to the Scotch Mission at Jalna. Friends, caste people, and even parents of the remainder, took them over.

103. I have no suggestion to make: I think the objects cover all that is necessary, and I do not know enough about the management of the Fund to say anything.

105. There were a few complaints of this, but they were very local, and were at once remedied by a lowering of the wage on the adjacent work.

106. The answers supplied by the Tahsildars to both portions of this question are in the negative. As regards (a) I believe they are correct; as regards (b) I think they are wrong. My experience of this district dates back to the close of 1895, and I know from observation that since that time there has been a considerable increase in the following crops:—

- | | | |
|-----------------|--|-------------------|
| 1. Indian corn, | \| | 3. Dry crop rice, |
| 2. Bajri, | \| | 4. Sweet potato, |

and there has been a corresponding increase in the consumption especially of rice. Captain Plowden has supplied the district figure.

107. Payment of wages in grain still continues, and there is no tendency to pay in cash.

108. Captain Plowden has replied to this with an almost full experience of the famine. The departures, as I experienced them, were not such as to call for comment.

109. Captain Plowden has supplied the answer for the district. I preferred the non-military man to the samples of the military whom we had, as in our own offices we have good material for all the minor posts, up to Relief Naib-Tahsildars: above that I should prefer the Staff Corps Officer.

110. Captain Plowden has answered this for the district.

111. Captain Plowden, who was here till the end of July and who was able to personally note all these points, has fairly fully discussed this in a way in which I, with little or no personal experience, could do. But what he says of the Ohikhli Taluq is equally applicable to the Malkapur and Mehkar taluqs.

112. I agree in every word Captain Plowden has said on this matter. I should have replied in the same strain had I not seen his reply. One thing he has omitted—perhaps he never heard it—the soliciting of women by the camp staff drove away many families from our works and acted as a bar to many other families coming on from a knowledge of what was in store for their women-folk. Human nature is human nature, and no remedy can be devised which would utterly put a period to conduct of this kind.

I have written my replies under great disadvantages. Since the 7th instant my wife has been down with strong fever and complications, the Civil Surgeon pronouncing her "dangerously ill," and I have been alone in attending on her both night and day, and my work has been done in the intervals. I trust, therefore, that shortcomings will be set down to the above.

BULDANA:
The January 1901.

R. P. COLOMB, *Major,*
Deputy Commissioner.

R. P. Horsbrugh, I.S.C.

*Answers by Captain R. P. HORSBRUGH,
I.S.C., Deputy Commissioner, Amraoti Dis-
trict, to questions drawn up by the Famine
Commission.*

1. (a) Prospects excellent.
(b) Preceding two years above the average.
2. (a) Yes.
3. (a) About 3½ inches.
(b) 13·10, deficit of about 20 inches.
(c) September 1899.
(d) At first general, subsequently fitful, and at last absolute failure.
4. Inappreciable.
5. (a) 27·4.
(b) 41·7 judging by last Census.
6. Both.
7. The young crops just above the ground were obviously withering for want of rain, and also some crops which had been sown did not germinate, and therefore the ordinary labour procurable in connection with cultivation of these crops was not available for the working population, who are dependent on this source of occupation for subsistence in ordinary years.
8. The opening of test-works on task wages to discover if further measures were necessary. The distance test was strictly applied in initial stages. When it was discovered that these test-works began to fill, famine was declared.
9. (a) There was no preparation for famine. There had been a mild famine three years previously, and for this reason possibly a famine programme, although under consideration, was not ready.
11. (1) Test-works and poor-houses, also organisation of private charity in towns, combined with the opening of Government forests to free grazing and collection of firewood and head-loads of grass as far as possible.
(2) Kitchens on all famine relief works proper, *i.e.*, after famine was declared.
(3) Village kitchens, in the second stage of the famine, *i.e.*, when workers were induced to return to their villages on account of approaching monsoon, and which were continued up to the end of the famine.

12. The Deputy Commissioner, assisted by the native officers under him, toured continually from the commencement about the district, and gave their personal attention to these matters—(a), (b), (c) and (d), and additions were made from time to time in the native staff as the intensity of distress

increased. No distinct special system was instituted beyond that of constant inspection and supervision by qualified officers throughout the district in the local areas allotted to them.

13. Always to eligible applicants. Every facility throughout the famine was afforded to all eligible applicants for obtaining loans from Government on easy terms of repayment under the "Agriculturists' Loans Act" and the "Land Improvement Loan Act." In all cases recoverable, by instalments in future years, wholly.

14. Yes, in many places. There are too few wells by far in the district, to which a large addition was made by the District Board during the famine, but very many more are required. Average depth of sub-soil water was not ascertained, but it was lower than it had ever been known before.

Rupees 40,795 were advanced to cultivators for the construction of wells, the result of which was—

(a) A very small area of land was irrigated in Morsi Taluq, on which "baldi" and "wheat" were successfully grown, and successively, owing to the large number of wells in that taluq, and to the proportionately high level of the sub-soils water in that locality.

(b) Many of the wells dug are undoubtedly a permanent improvement.

(c) As a temporary measure the digging of wells afforded a small amount of labour only, as this kind of work can only be performed by certain classes of people.

15. Excavation of tanks, digging of wells, addition of earthwork to Public Works roads. These were under the District Board, and were supervised by that Board and the Deputy Commissioner and staff.

16. The task for adult males exacted on test-works were equal to an able-bodied man's full day's work, and not less, without any reference to previous occupation, but females were required to do only the equivalent of female labourer's daily work.

17. Payment was made in as strict proportion to results as possible. There was no fixed maximum and minimum wage. One rest day was allowed in a week, and dependants of workers were not taken into consideration. Payment was made for actual work done.

18. The continued drought, the absolute failure of all the crops, and the constant rush of all agricultural labourers towards the Government relief test-works.

19. Large public works.

20. Under dual control of the Deputy Commissioner of the district and the Executive Engineer. There was no delay in opening these works, no difficulty whatever about supervising the establishment, as this had all been previously arranged for, and except in a very few instances in

Code (Section 67). Residence on the work was compulsory for those whose homes were too remote from the work to admit of their returning home in the evening. Promiscuous camping in the vicinity of the work was not permitted.

24. This is a very difficult question, and I am afraid I cannot give a very satisfactory reply.

So much depends on—

(a) the intensity of the famine, and

(b) the density of the population

in the particular area to be served. People have been known to come 20 miles to a work in the district, but people were able to find work nearer their homes than that, and people who did come such long distances to a work were generally drafted back to works nearer their homes.

25. No. In the matters of actual construction of camps, allotment to and measurement of work done by relief workers, and the imposition of fines for short work.

26. There was a Civil Officer for every charge generally.

Generally an intelligent and well-educated native officer of the superior clerk-class in a District Office; he received Rs50 per mensem; and his position on a work was considered to be on a level with the local Public Works Department representative. The Civil Officer was in possession of full authority to satisfy himself at any time as to the correct and punctual measurement of work done. He had however nothing to do with the prescribing of tasks, which matter was entirely in the hands of the Public Works Department.

27. No such local conditions were met with.

28. The following was the constitution of gangs on works in the district. The unit of organization on relief camp was a gang of 50 workers, with sub-gangs varying in numbers according to requirements on different works.

Arrangements for village and family gangs were always made when possible, and with considerable satisfaction to the people themselves.

29. The following was the classification of labourers and scale of wage adopted :—

1	2	3	4	5	6	7	
Current rate of grain per rupee.	WORKERS.			DEPENDANTS.			
	Class I, Dig- gers.	Class II, Car- riers.	Class III, Work- ing children, 8 to 12 years.	Minimum wage for all classes, adult depend- ant's dole.	Non-work- ing children, 8 to 12 years.	Non-work- ing children, below 8 years.	
	Grain-equivalent of wage in chattaks.						
	20	15	8	13	7	5	
Seers.	Chattaks.	Daily wages.					
15	...	A. P. 1 3	A. P. 1 0	A. P. 0 6	A. P. 0 9	A. P. 0 6	A. P. 0 3.
14	...	1 6	1 0	0 6	0 9	0 6	0 3
13	...	1 6	1 3	0 6	1 0	0 6	0 6.
12	...	1 9	1 3	0 9	1 0	0 6	0 6
11	...	1 9	1 3	0 9	1 0	0 9	0 6
10	...	2 0	1 6	0 9	1 3	0 9	0 6
9	...	2 3	1 9	1 0	1 3	0 9	0 6
8	8	2 3	1 9	1 0	1 6	0 9	0 6
8	...	2 6	2 0	1 0	1 6	1 0	0 9
7	8	2 9	2 0	1 0	1 6	1 0	0 9
7	...	2 9	2 3	1 3	1 9	1 0	0 9
6	8	3 0	2 3	1 3	1 9	1 0	0 9
6	...	3 3	2 6	1 3	2 0	1 3	0 9
5	8	3 9	2 9	1 6	2 3	1 3	1 0
5	4	3 9	2 9	1 6	2 3	1 3	1 0
5	...	4 0	3 0	1 6	2 6	1 6	1 0
4	12	4 3	3 3	1 9	2 6	1 6	1 0
4	8	4 6	3 3	1 9	2 9	1 6	1 0

The scale was somewhat modified from time to time by Famine Orders, and at the close of the famine the above table stood thus:—

1	2	3	4	5	6	7	
Current rate of grain per rupee.	WORKERS.			DEPENDANTS.			
	Class I, Dig- gers.	Class II, Car- riers.	Adult depen- dant's dole; wage for in-	Working child- ren, 10 to 14 years.	Non-work ing children, 7 to 10 years.	Non-work ing children, un- der 7 years.	
	Grain-equivalent of wage in chattaks.						
	10	8	12	8	6	4	
Socrs.	Chattaks.	Daily wages.					
		A. P.	A. P.	A. P.	A. P.	A. P.	A. P.
15	...	0 9	0 6	0 9	0 6	0 6	0 3
14	...	0 9	0 6	0 9	0 6	0 6	0 3
13	...	0 9	0 6	1 0	0 6	0 6	0 3
12	...	0 9	0 9	1 0	0 9	0 6	0 3
11	8	1 0	0 9	1 0	0 9	0 6	0 3
11	...	1 0	0 9	1 0	0 9	0 6	0 3
10	8	1 0	0 9	1 3	0 9	0 6	0 6
10	...	1 0	0 9	1 3	0 9	0 6	0 6
9	8	1 0	0 9	1 3	0 9	0 9	0 6
9	...	1 0	1 0	1 3	1 0	0 9	0 6
8	8	1 3	1 0	1 6	1 0	0 9	0 6
8	...	1 3	1 0	1 6	1 0	0 9	0 6
7	8	1 3	1 0	1 6	1 0	0 9	0 6
7	...	1 6	1 3	1 9	1 3	0 9	0 6
6	8	1 6	1 3	1 9	1 3	1 0	0 6
6	...	1 9	1 3	2 0	1 3	1 0	0 9
5	8	1 9	1 6	2 3	1 6	1 0	0 9
5	4	2 0	1 6	2 3	1 6	1 3	0 9
5	...	2 0	1 6	2 6	1 6	1 3	0 9
4	12	2 0	1 9	2 6	1 9	1 3	0 9
4	8	2 3	1 9	2 9	1 9	1 3	1 0

30. Yes. Generally speaking a wage of half an anna less than that given to a man will suffice for a woman, provided she be not a nursing mother or in an advanced stage of pregnancy. This distinction should not lead to any difficulty. I have never heard that any difficulty was experienced.

From a financial point of view, however, work done at this wage was a loss to Government.

31. Yes.

32. Yes.

33. The provisions of the Berar Famine Code, Appendix V, Table IX, were adhered to.

• Tasks were invariably graduated according to the class of workers as shown below :—

Table No. IX.

Allowance was made for the distance travelled to the work and the condition in which workers arrived on the work. Subsequent changes of the task in the direction of severity were resorted to when it was found with what ease the task could be performed, and with a view to drive away from the works persons who were not in need of famine relief. This was found necessary with reference to all classes.

34. The scale was quite adequate, if anything somewhat liberal. This is gathered from the fact that relief workers improved in condition rapidly after they came on to the works, *i. e.*, those who really required famine relief. There is no evidence as to the saving of money by workers. Copper returned freely to the banias on the works.

35. Except at the commencement and near the close of the famine a rest-day wage was given. I believe that this is the best practice to adopt.

36. My experience leads me to consider that the minimum wage is too high, as proved by the very large number of workers who preferred to do an incomplete task and draw the minimum wage. I am also of opinion that fines for short work should be continued down to the penal wage and at the discretion of the officers in charge of the works.

37. Yes. The penal wage never became the wage generally earned.

38. Daily payments were made.

39. Daily.

40. Payment was made by the cashier or pay clerk in presence of the Civil Officer to the heads of sub-gangs, to whom were handed bags containing the wages in copper of their respective sub-gangs.

The letter and number of each sub-gang was marked on each bag, which was returned to the Civil Officer or his clerk after payment had been made. The Civil Officer was invariably present during payment to hear complaints, if any.

I prefer this method to any other as being most expeditious.

41. I am not in a position to give the information required, all muster rolls, etc., having been forwarded to the Public Works Department.

42. No such system was adopted.

43. The maximum wage varied at the commencement from the grain equivalent of 20 chhattaks to 10 chhattaks.

All non-working children of relief workers were fed gratuitously daily at kitchens opened for the purpose on all relief-works. Weakly persons incapable of performing a full task, but able to do some work, were formed into "infirm gangs" and treated with every consideration, and supplied with food in the kitchens. In my opinion this is a matter in which no definite rules can be laid down, and I consider that the disposal of each individual case of the kind must be left to be dealt with at

the discretion of the Civil Officer in charge. It is impossible to exact any particular task from really infirm persons but who must be fed. Adult dependants of workers incapable of any work were also fed in the kitchen, and the principle adopted was to exact, if possible, *some* work from those who could do it, in return for the food given.

44. No contractors were employed.

45. Muster rolls were kept up daily.

46. Under the authority of the Deputy Commissioner. Prices were based solely on the price of jari. Small variations in prices were not neglected.

51. Yes; throughout the district. People were drafted to other works nearer to their homes when considered desirable, and nerly all were drafted to, or near, their homes at the approach of the monsoon. Some preferred to remain on the few selected large works which were kept open after the break of the monsoon. Transfers from large to small works were timely and successfully carried out.

52. They took the place of most of the large works opened in the dry season. They afforded relief to workers in the wet weather close to their homes.

53. Village works of public utility, such as the digging of drains, diversion of nullahs, digging of wells, repairs to tanks, cutting cactus, in fact the general improvement of village sanitation.

54. They were conducted under the supervision of Civil agency only by direct arrangement through native officers, including village patels and patwaris, at the disposal of the Deputy Commissioner.

55. This was not done.

56. Tasks could not be allotted in village works. The Famine Code system as periodically amended by Local Government circulars was followed, so far as wage scale was concerned, as far as possible. All classes were given work who really required it.

57. No such system was tried.

58. This was not noticed.

59. Yes. A great deal might be done for villages in a famine, on the lines indicated in the answer to Question No. 53. My reasons for saying so are derived from observation of improvement in the sanitation of villages during the recent famine, where village works were maintained. For instance, the digging of deep drains throughout a village during the rains has a most beneficial effect.

60. Gonds only, and very few of them. Special arrangements were made for them in consultation with the Forest Department. They availed themselves very readily of any form of relief offered to them, and measures taken were quite successful.

61. Not in this district, but the fodder works in other districts proved most useful in this. Imported fodder was readily bought up from Government at cost rates.

62. No.

63. No. This was not found to be necessary.

64. No. This was not noticed.

66. Yes. Measures were taken in certain localities to prevent mortality amongst cattle by importing fodder from Government forests and selling it at cost price.

67. Yes. And with a considerable amount of success.

68. (a) In kitchens attached to all public works.

(b) In kitchens attached to all public works, cooked food was issued daily to dependants, in addition to which a grain dole was issued to such dependants as could not attend at the kitchens.

69. A system of State kitchens selected on the grounds of its being more far-reaching, the relief easily obtainable, and the system comes more under control than any other yet tried. Moreover, as a rule only persons who are really in need of famine relief will avail themselves of this form of relief.

70. No; and no special tests were applied.

71. There were 36 poor-houses. Some were opened at the very commencement of distress; others were opened from time to time as the distress increased. Principally low-caste people incapable of working for a wage frequented them. The highest number at any one time in Government poor-houses was 2,818.

72. Yes. People were not sent to poor-house from relief-works because they refused to work as a punishment.

73. Yes, continually.

74 (a) Before rains, 6.

(b) After rains broke, 120.

A kitchen was supposed to serve a radius of three miles.

75. The ration provided was at first equal to 9 chattaks of dry grain, afterwards reduced to $8\frac{1}{2}$ chattaks. Rice was most often used, and when the ration was cooked it became 27 to 29 chattaks. The total ration included a small quantity of dhal, salt, oil and chillies. Food was usually distributed once a day at noon. Recipients were permitted to eat their food at the kitchen or remove it to their homes, as they preferred. The time for distributing food was not systematically varied.

76. No, but civil kitchens were generally opened near village relief-works. Persons asking for relief at kitchens, but capable of working, could then be referred to the relief-work where they could earn a wage.

77. Admission was restricted. The qualification for admission was generally inability to earn a daily wage.

Wanderers or travellers in need were helped on with a day's food.

74. Twelve chattaks of juari for an adult (*vide* Section 102 of the Revised Famine Code and Famine Order No. XV, Administrative Series). It was in special cases varied to meet the case of sickness and weakness, *i.e.*, sick people and many weak ones were treated as hospital patients.

75. The staff working under the Deputy Commissioner, consisting of Circle Inspectors, of which there were 8 in each taluq. They were supervised by Special Relief Naib-Tahsildars—two to each taluq or 8 to the district. The work of these special officers was supervised by Taluq Officers and Tahsildars, under the general supervision of the Deputy Commissioner.

Munsarims, of which there were three to each taluq, were utilized as famine Circle Inspectors, and they were included in the 8 for each taluq.

Recipients of gratuitous relief were inspected as often as possible, the staff being on tour continuously, but no fixed number of inspections was laid down, being deemed to be unnecessary.

No Special Relief Tahsildars were employed. Permanent Tahsildars, by deputing a considerable amount of their routine duties to their permanent Naibs, were able to move about continually in their respective taluqs on inspection duty.

The work rendered by the district staff under me in this respect was extremely meritorious, and they undoubtedly saved many lives. Their work of course is noticed elsewhere. No assistance from outside the district was asked for and none given.

76. (a) In grain.

(b) Generally daily, but sometimes weekly.

(c) Generally at the village Chawdi, but in special cases, as *parda-nashin* women and sick people, at the homes of the recipients.

77. To none.

78. From the best class obtainable in each case. There was no difficulty on this point. Cooked food was reluctantly taken or refused during the latter stage of the famine only, when cooked food was offered in lieu of, and equal to, cash wage to gauge the real distress as agricultural operations recommenced at the head of the monsoon. Those who refused cooked food then belonged to all classes.

79. Government village officers, supervised by the staff under the Deputy Commissioner. Also by some of the members of the Taluq Boards sufficiently energetic to take an active interest in the matter, but this cannot be said to have been the case with the majority of Taluq Board Members.

Kitchen accounts at inspections by members of the district staff were checked and compared with grain dealers' accounts and bazar prices.

80. Yes, in the Chandur Taluq only. For all classes in need of such relief. Admission to their benefit was regulated by local officers and members of the Taluq Board, who after enquiry issued tickets to those seeking for his form of relief, authorizing them to receive grain at a reasonable rate at one of the appointed grain shops. This form of relief was much appreciated. It cost, in the only taluq where it was adopted, ₹72,000, which gave relief to a daily average of persons amounting to 36,000 for 3 months and 26 days.

81. The cheap grain shops in the Chandur Taluq may have affected general prices, but they did not in any way discourage the importation of grain.

82, 83, 84, 85 and 86. Information on these points is not yet available.

87. The number at no time exceeded 15 per cent.

88. I have formed no such opinion one way or the other.

89. The following table taken for the month of May, when the famine was at its height, will show the classes to whom relief was given on relief works and the percentage of each class on total number of relief-workers:—

Kunbis (or ryots)	.	.	.	.	10.7
Mahars	.	.	.	.	55.2
Mahomedans	.	.	.	.	3.4
Others	.	.	.	.	30.7

90. I have no experience of former famines.

91. Actual facts have not come to my notice, but from casual enquiry and observation, I am of opinion that some people did avail themselves of famine relief which they could have done without.

92. No. The necessity for certain modifications was clearly indicated during the recent famine.

93. By placing more power in the hands of Civil Officers in immediate charge of relief-works, and by modifying section 67 of the Berar Famine Code, so that the said Civil Officers may have it in their power, without reference to any one, to refuse admission on a work to any one who, from information the Civil Officer may be in possession of, or for any other good and obvious cause, he may be convinced that the applicant for relief is not in actual need of such relief.

A certificate from the patel (or other responsible person) of the village from which the applicant hails would be of considerable assistance in deciding the question. This is a matter that in my opinion requires very careful consideration at the time of revising the present Famine Code.

94. The system which is in vogue in ordinary times, the patel reporting deaths within the confines of his village (and in which the work may be situated). This may be checked with special returns supplied by Civil Officers on works, who submit regular diaries and returns.

95. The highest point that the death-rate rose to was 11.3. This was in the month of July, and was to a great extent attributable to the injudicious consumption of rank vegetables such as "tarota bhaji." The majority of deaths were caused by bowel complaints. Insufficiency of food in cold and wet weather in many cases doubtless rendered persons more susceptible to disease than if they had been able to obtain as much food as they were in the habit of consuming, but it cannot be discovered from statistics to what extent the above causes affected the death-rate generally.

96. From the commencement of the famine there was a great scarcity of water throughout the district, and consequently what supply there was,

Horsburgh

was more liable to pollution than in ordinary times, and hence a greater likelihood of disease spreading. When the rains set in, people resorted to dirty pools and nallas for water, which naturally was of the filthiest. This is when the death-rate rose highest, and I should say that impure as well as insufficient water-supply was the cause of a very large number of deaths in villages and towns 'outside works, but it is impossible to say to what extent this was the case. The District Board expended a sum of ₹39,000 in increasing and improving the number of wells in the district.

A sum of ₹43,795 was advanced as "takavi" to cultivators for construction and repair of wells under the Land Improvement Loans Act. Permanganate of potash was distributed by the District Board and it was used freely, but no record is obtainable as to the intervals of time at which it was used.

97. Special sanitary arrangements were made—

- (a) On works by protection from pollution of water-supply. The supply of water through specially arranged for sources only. Digging of trenches and prohibition of the committing of nuisances within a demarcated area, shown by a line of coloured flags. A staff of sweepers was entertained. The enforcement of sanitary rules generally in living camps, drains being dug systematically and throughout the camps.
- (b) Pure and protected water-supply. The committing of nuisances was prohibited anywhere near the poor-house.
- (c) Pure and protected water-supply. The committing of nuisances was prohibited anywhere near the kitchens.

These precautions proved to be sufficient. The arrangements were supervised by local committees consisting of village officers and others and the District Staff.

98. Grain was regularly inspected. This was part of the daily duties of the Civil Officer in charge of a work. The sale of impure or unwholesome grain was prohibited. There was considerable competition to sell grain on most of the works, and therefore good grain was obtainable.

99. There were none obtainable until the rains, when rank weeds were eaten to excess to supplement their grain food, and doubtless in many cases brought on cholera.

100. None was noticeable in this district.

102. When orphans were found from time to time they were either made over to relations and friends at their request, or to private persons with the approval of the Deputy Commissioner. The remainder were taken care of by the Missionaries. None remain to be disposed of now.

103. I think that in a future famine the arrangements for collection and distribution of the funds of the Charitable Relief Fund that were made during the recent famine should again be adopted.

I consider the classification of the objects in paragraph 527 of the Report of the Famine Commission of 1898 is a very proper one. The management of the fund worked without a hitch. I cannot suggest any improvements.

104. I heard no such complaints from the Railway Company. The local prices did not suffer from any defects in railway carriage.

104 (a). Returns were received at regular intervals from the Railway Authorities only. The statistics available on this point are not reliable. At the commencement of the famine large quantities of grain were exported. Later, a great deal was imported. There was a very large stock of *juari* in the district at the commencement of the famine, the price of which was ruled by grain dealers. The district was not in my opinion dependant on importation for its supply of grain.

105. I heard a very few complaints from agriculturists at the commencement of weeding operations, that they had some difficulty in obtaining labourers, but this was by no means common, and it was only at the particular time I have mentioned that I heard of such complaints.

106. There has been no change in character of the crops of late years.

107. Yes, both grain and cash wages are given. The tendency is to demand a cash wage. Wages are higher during the present season than they have ever been known before.

108. The provision of the Famine Code were, so far as I can recollect, adhered to.

109. No Staff Corps officers were specially appointed to supervise famine operations: a few non-commissioned officers from the Native Army were employed, particularly by the Public Works Department. I consider the best source from which supervising officers can be drawn is the district itself. There was no assistance from outside given in this district during the recent famine. The district native officers, and specially appointed relief officers from the staff of senior clerks in the district (having considerable local knowledge), worked exceedingly well, and I would not wish to be better served.

110. A few individuals, *Deshmukhs* and *Deshpandias*, rendered very valuable assistance to Government by opening private poor-houses and by providing a certain amount of labour in the shape of land improvement, etc., but the well-to-do classes generally might, in my opinion, have done more for the ryots on whom they depend for the cultivation of their holdings. Some inducement is required. I would suggest that those who came to the front in the recent famine should receive some very marked proof of the thanks of Government for what they have done, by way of encouragement to others in the event of another famine hereafter.

111. There were no such material changes in—

- (a) the system of work,
- (b) the task,
- (c) the scale of wages,
- (d) the mode of calculating fines,
- (e) tests of necessity,

as to produce any noticeable effect on the number of people seeking relief. Towards the close of the operations the substitution of cooked food for the equivalent of the cash wage caused a number of people to leave the village works, but not until they had found some other means of earning a subsistence wage.

The imposition of fines in cases only where contumacy and a desire to evade the doing of a fair day's work for a wage also caused a considerable number to leave the works but this was quite in this latter stage of the operations, and I am of opinion in cases only in which relief was really not required. There was invariably a combination in such cases, and when its object was foiled, those who did not leave the work, and who required relief, proceeded to turn out a fair day's work without trouble.

These cases were, however, somewhat rare and by no means common. The refusal of cooked food was more common, and proved that the relief given was at least adequate. I consider that drafting had no effect on the number of people on the works, except at the commencement of the rains, when workers were drafted towards and to their homes, when many found field labour and did not seek further famine relief labour. There was little or no wandering in this district. Work was ample and in suitable localities. Perhaps in a future famine more drafting might be resorted to, especially as regards works near big towns. At the same time, people who can return to their homes in the evening require no huts provided for them. Yet again their drinking water is not controlled. There can be no doubt, I think, that the last point is by far the most important as directly and seriously affecting the death-rate in a famine. This can be proved beyond a doubt by statistics. As for instance on the Jampiti work, on which the people enjoyed excellent health whilst living in the camp, where their drinking water was properly controlled, protected from pollution, and regularly disinfected (as was done in all other works). When, however, the rains broke and the nature of the working (stringing of metal several miles along the road) was changed, so that the workers were out of control as regard using drinking water, and drank from dirty puddles, the death-rate went up by leaps and bounds, and almost entirely from cholera or "bowel-complaints." In my opinion, had the nature of the work remained the same and people been kept in the camp, the death-rate would not have gone nearly so high. Filthy water at the commencement of the rains, picked up at roadsides

and from nallas and drunk along with a meal of "tarota bhaji," ought to kill any strong man, to say nothing of a number of people who had lost stamina in hot and trying months of a famine. As above stated, I am strongly of opinion that the protection of the water-supply, or the neglect to do so, will produce more effect, one way or the other, on the death-rate than anything else. I am of opinion that the distance test can be unnecessarily applied. I consider fairly large works of about 4,000 workers in central localities, which can be very efficiently controlled, are the best kind of works. If a man has to be provided with famine relief work, I think he ought to have it a day's march from his home. This prevents wandering. Compulsory residence might be insisted on strictly, in place of the rigid enforcement of the distance test. People who settled down on the works in this district improved in condition, and the works generally were extraordinarily immune from epidemics or diseases of any sort.

112. My experience leads me to think that family life was not disorganised. People arrived by families and their adult dependants and very young children excellently provided for. The workers of a family were of course not so happy and comfortable as in huts in their villages, but as a rule they stuck together as a family and generally as to villages. I am not in a position to say that the massing of people on large works led to the weakening of social restraints and immorality of any kind, but am inclined to think not,—at any rate to any great extent; but perhaps such immoralities as may have existed were more open to notice in a relief camp than they would have been in a less crowded village, where the people live in houses and not in bamboo huts.

AMRAOTI:
The 4th January 1901.

} R. P. HORSBRUGH,
Captain.
Deputy Commissioner.

F. W. A. Prideaux.

Answers by F. W. A. Prideaux, Esq., Officiating Deputy Commissioner, Basim District, to questions drawn up by the Famine Commission.

1. The outlook was normal. The kharif harvest had been good and the rabi harvests in the two preceding years were bad. The district had not quite recovered from the famine of 1896.

2. The kharif sowings were slightly above the normal, being 803,508 acres. The normal area under kharif, *viz.*, 762,541 acres, was arrived at by taking the average area sown with kharif in the years 1895, 1897 and 1898. The year 1896 being one of scarcity and bad crops, has been omitted.

3. (a) The average fall of the district during the rainy season calculated on the rainfall of the preceding ten years, excluding the famine year of 1896, is 30 inches 98 cents.

(b) Thirteen inches 76 cents., or 45·2 per cent. of the average rainfall.

(c) On the 20th September 1899.

(d) The distribution of the rainfall from June to September compared with the average is as below:—

MONTH.	AVERAGE RAINFALL.		RAINFALL OF 1899.	
	Inches.	cents.	Inches.	cents.
June . . .	6	1	6	73
July . . .	9	98	3	7
August . . .	7	42	3	4
September . . .	7	57	...	92

4. 3·1 per cent.

5. (a) 42·4 per cent.

(b) 26·9 per cent.

6. The failure of crops with consequent cessation of labour led to the assumption that relief was necessary. The rush to test works proved that it was so.

7. (1) High prices of food-grains.

(2) Increase of crime against property, especially in connection with grain.

(3) Increase in number of beggars in towns.

(4) Success of test works.

(5) Wandering of labourers in search of work.

8. The opening of test works; the test works consisting of improvements to existing tanks and roads and breaking stone for road metal.

9. (a) List of relief works were prepared when distress was considered probable. The works had been located, but surveys and detailed estimates of some works had not been made.

(b) No, and no lists were kept up.

Frideaux

10. Large public works. A programme of small works was ready at the beginning.

11. Test works were first started, followed by—

Kitchens on works.

Poor-houses.

Kitchens elsewhere.

Organisation of private relief.

Opening of forest areas to free grazing.

Note—Certain forest concessions were granted in August and September 1869.

12. (a) In August village officers prepared registers of those eligible for gratuitous relief. Munsarims, in August and September, visited each village and checked these registers. Tahsildars did the same. Village relief was started in January, when Relief Naib-Tahsildars were appointed.

Munsarims were working as Circle Inspectors. In the beginning of March, the permanent circles were sub-divided and additional Circle Inspectors appointed. Each Circle Inspector had to visit each village once in ten days. Relief Naib-Tahsildars were constantly travelling from village to village. Tahsildars and Taluk Officers did the same. The grain dole was started in January.

(b) Landowners were encouraged to obtain loans for field improvements from the commencement of the famine.

(c) In April local charity was organised.

(d) Munsarims and Tahsildars commenced to observe and report on the general condition of the people in September.

13. Yes, to landholders applying for the same, and able to give sufficient security. During the famine Rs 35,718-8-0 under the Land Improvement Act and Rs 33,623 under the Agriculturists' Loans Act were given out under the usual conditions as to applications of loans and repayment with interest, except that, after June 1900, no interest was charged on loans made for maintenance, seed and cattle, and the period of repayment of loans granted under the Agriculturists' Loans Act was extended to two years.

The loans were given to landholders for the construction of wells and clearing land under the Land Improvement Loans Act; and for maintenance, purchase of fodder, seed and cattle and weeding expenses under the Agriculturists' Loans Act. They are recoverable in whole.

14. Irrigation wells can be made in most portions of the district for use during ordinary years, but during the hot weather of 1900 most wells failed, and owing to the depth water was below the surface; the cost of digging wells to water level was beyond the means of the average cultivator.

The depth varied in almost every village, but 20 feet would be about the average.

The digging of new wells and the deepening of old ones were encouraged.

(a) No, except at places where water was near the surface and rabi crops could be irrigated.

(b) Yes.

(c) To some extent ; but well digging does not employ much unskilled labour, as the greater part of the cost is expended in masonry or brick work.

15. Labour was the first criterion of the need for relief. The first works were test works under the District Board.

They were not ordinary works, but specially opened as test works and consisted of improving tanks, roads and stone-breaking. They were conducted under the supervision of the District Board staff.

16. On earthwork excavation—

	Black or red soil.	Soft moorum.	Average moorum.	Hard moorum.
	cft.	cft.	cft.	cft.
Class I . . .	84	56	42	28
„ II . . .	42	28	21	14

Stone-breaking—

Quarrying stone for road metal—

	cft.
Class I	11
„ II	5½

Breaking road metal—

Class I	4½
„ II	3½
„ III	1½

The same task was taken from every one according to class ; but for the first 10 days the tasks for stone-breaking were—Class I breakers, 4 cubic feet ; Class II breakers, 2½ cubic feet ; Class III breakers, 1½ cubic feet. Carriers were tasked in accordance with Table No. 3 of the Berar Famine Code.

17. Payment was in strict proportion to results. A maximum wage was paid. There was no minimum wage or rest-day wage and no allowance to dependants.

18. The increased attendance on test works.

19. Large public works.

20. Under the control of the Public Works Department. The scale of establishment had been prescribed before the works opened, but at the commencement, the establishment was not ready.

Sufficient tools and plant were not available at the commencement, and this caused a little delay in opening works.

21. Works were grouped into Public Works Department divisions. The maximum number of labourers for each work was fixed.

Yes, and when exceeded, the maximum for the work was raised and more tools sent out, or applicants for relief were drafted to other works.

52,632 and an area of 390 square miles. This has been calculated on the number on relief at the period of greatest pressure and the population and area of the district. Moglai immigration has not been taken into account, as the exact proportion of Moglai residents to other workers is not known, and hence the figures shown above are not accurate.

There was scarcity of water last year, and this fact in many places restricted the numbers that could be employed on each work, and necessitated the opening of a large number of works.

At the height of the famine, the average distance labourers had to go was from 10 to 12 miles.

Some Moglai residents came 50 miles for work. The labouring classes do not object to 20 to 30 miles, but cultivators are loath to go any distance from home.

25. Every Executive Officer of the Public Works Department employed on relief works was subordinate in all matters not strictly professional to the Deputy Commissioner. The views of the Famine Commissioners of 1898, expressed in paragraph 423 of their report, was followed. Tasks were fixed by the Superintending Engineer. The Public Works Department officials appointed the whole of the staff on works except the Civil Officers, Cashiers, Pay Clerks, Medical establishment and police-guard. The Public Works Department arranged for hutting and purchase of tools and plant. Public Works Department officials not below the rank of Sub-Divisional Officer were empowered to fine labourers, and the officers of that department were responsible for the direction and management of labour. The Civil Officer could not interfere in the tasking of labourers, but could report any irregularity.

26. Civil Officers were held to be the administrative head of a famine camp, and the Public Works Department Subordinates on the work were directed to comply, as far as possible, with all directions they received from the Civil Officer. There was a Civil Officer on each large Public Works Department work.

The majority of Civil Officers were Brahmin, school-master's, salary R 50 to R 65, the majority getting R 50. He was the head of the camp.

The Civil Officer had full authority to check measurements and to see that they were punctually made, and to see that the orders of Government were being followed in regard to all matters mentioned in paragraph 426.

27. No; this rested with the Public Works Department subordinates. If the Civil Officer considers that labourers were being wrongly tasked, he reported the matter.

28. For stone-breaking the sub-gang consisted of two to three first class workers, eight second class workers, one to three third class workers, and the gang consisted of 50 to 60 persons, with a mukaddam in charge; on earth work, the sub-gang consisted of four diggers with the requisite

number of carriers, and a gang consisted as a rule of four sub-gangs.

Arrangements were made to secure village and family sub-gangs, but were not attended with much success.

29. The classification of labourers laid down in paragraph 445 of the Report of the Famine Commission was followed. The age of Class III workers was changed in January 1900 from 10 to 14 instead of 8 to 12 as fixed by the Famine Commission. At the commencement the grain wages were followed as laid down by the Famine Commission of 1898 in paragraph 456 of their Report, namely, —

	Chittaks.
Class I	20
„ II	15
„ III	8
„ IV	12
„ V, over 8 years	7
„ V, below 8 years	5

At the commencement of January the minimum grain wage for workers of Classes I and II was reduced to $9\frac{1}{2}$ chittaks, but beginners at stone-breaking were given a minimum wage of 12 chittaks for 10 days. Then Famine Order No. XV issued on 19th January, fixing the grain wage as below :—

Class I, 19 chittaks; Class II, 14 chittaks; Class III, 8 chittaks; Class IV, 12 chittaks for dependants, $9\frac{1}{2}$ chittaks minimum wage for workers, Classes I and II. Class V was divided into four sub-classes—Children between 10 and 14, 8 chittaks; children over 7 and under 10, 6 chittaks; under 7, but not in arms, 4 chittaks; children-in-arms one pice extra to the mother.

Nursing mothers to this date had been paid as 1st Class workers, *i.e.*, 15 chittaks for the mother and 5 chittaks for the child: by this order nursing mothers were placed in the 2nd Class and paid one pice extra for the child. Famine Order No. XVII, dated 2nd February, gave 10 chittaks to working children in place of 8.

Early in April the minimum wage for workers of Classes I and II was raised again to 12 chittaks. Early in July, as it was considered that works were keeping workers from field labour, the wages for Classes I and II were reduced to 1st class, 14 chittaks, 2nd Class, 12 chittaks. In the middle of July the wage was further reduced—First Class, 12 chittaks; 2nd Class, 10 chittaks; minimum, 12 chittaks; 3rd Class, 8 chittaks; non-working children from 10 to 14 years, 8 chittaks; non-working children from 7 to 10 years, 6 chittaks; non-working children under 7 years, 4 chittaks.

This reduction was made as complaints were received that labourers were not available for weeding purposes. Infirm workers were fed at the work kitchens, and nursing mothers were fed in kitchen from April. In November it was necessary to introduce the system of feeding all on work in kitchens owing to their remaining on works, though field labour was available.

In my opinion these departures have been justified by results both from an administrative and financial point of view, except as regards the introduction of the $9\frac{1}{2}$ chittaks minimum wage for adults. My opinion is that no Class I or Class II workers can exist for any length of time on this wage without physical deterioration.

30. I do not think any distinction is necessary. As a matter of fact all men in good condition go into Class I, and all women and weak men into Class II. The absence of such distinction led to no difficulty. Any distinction in wages of men and women would, I consider, have increased the cost of works.

31. The task system was in force from the commencement.

32. Yes. I think a system of payment-by-results is unsuited to conditions of acute distress.

33. In stone-breaking quarry men of Class I had to quarry 11 cubic feet, quarry men of Class II, $5\frac{1}{2}$ feet.

Stone-breakers—

	cft.
Class I	4
„ II	$2\frac{1}{2}$
„ III	$1\frac{1}{2}$

Stone to be broken to $1\frac{1}{2}$ inch gauge.

Task at the beginning of January raised to—
Breakers—

	cft.
Class I	$4\frac{1}{2}$
„ II	$3\frac{1}{2}$
„ III	$1\frac{1}{2}$

The task of the sub-gang was raised to 32 cubic feet when the metal was of $2\frac{1}{2}$ inch gauge for railway ballast.

Payments were made on a graduated scale of work as follows: For an outturn of 25 cubic feet the sub-gang was paid maximum wages; for an outturn of 21 cubic feet and over, each member of the sub-gang received 1 pice less than the maximum wage, and for an outturn of 18 cubic feet and over, one pice more than the minimum wage, and for an outturn under 18 cubic feet, the minimum wage was paid.

The task of carriers at stone-breaking or earthwork was according to Table 3 of the Berar Code.

Earthwork tasks were—

	Black or red soil. cft.	Soft moorum. cft.	Average moorum. cft.	Hard moorum. cft.
Class I	84	56	42	28
„ II	42	28	21	14

These tasks were increased to—

	Black or red soil. cft.	Soft moorum. cft.	Average moorum. cft.	Hard moorum. cft.
Class I	100	66	50	33
„ II	50	33	25	16

Subsequent changes were in the direction of greater severity, it being considered that the former tasks were too low. It was not, I believe, introduced with reference to any particular class of persons. Graduated payments were also made for earthwork. Full tasks were demanded from all, and no allowance was made for distance workers had come.

34. I believe the wages in force—namely, Class I 19 chittaks, Class II 14 chittaks, Class III 10 chittaks, minimum adult dependant dole, 12 chittaks, non-working children 10 to 14 years 8 chittaks, non-working children 7 to 10 years 6 chittaks, non-working children under 7 years 4 chittaks, children-in-arms 1 pice extra—to be adequate.

Workers on this wage kept themselves in condition. The $9\frac{1}{2}$ chittaks minimum wage for adults I consider to be too low. Individual cases of workers saving were known, but it was not general until the rains, when workers saved by eating wild vegetables. A reduction of wages then took place, and I do not believe they saved from the reduced wages.

Copper coin returned freely to the Banias, as the Banias used to change copper received for silver taken from the Civil Officer.

35. A rest-day wage was given, and this method appears to me preferable.

36. I do not consider that the rest-day wage is too high. There was no penal wage; fining for short work in cases of persistent refusal to work was occasionally continued to 1 pice below the minimum wage. I think $9\frac{1}{2}$ chittaks should represent the penal wage for adults, and that labourers should be fined for persistent laziness down to this wage.

37. Yes. There was no penal wage.

38. Payments were made daily.

39. They were paid daily.

40. To the individual. Payment to the individual appears to me preferable.

41. There was no penal wage, and to give similar information regarding numbers on full and minimum wages would necessitate all the muster-rolls of the work being examined and this would require time.

42. No system of payment-by-results was in force.

43. For Class I	.	19 chittaks.
„ „ II	.	14 „
„ „ III	.	10 „

Children were fed in the kitchen on the works.

Infirm persons only capable of a little work were also fed in the kitchen, and worked lightly in sweeping the camp, etc.

44. Only at the very start, when they were engaged to quarry spawls. Their services were dispensed with as soon as sufficient tools arrived.

45. The payment-by-results system was not in force.

46. Tahsildars of taluks furnished Civil Officers in charge of works with a price list showing the prices prevailing in the markets nearest the work. A revised list was sent at every change of prices. Wages were based on 2nd class *juari* or 2nd class rice, whichever was the cheaper. Small variations in prices were neglected.

In August 1900, in addition to price lists supplied by Tahsildars, patels of villages, where relief-works were located, were directed to supply Civil Officers with revised lists showing any changes in market prices, and the Civil Officer followed the cheaper of the two rates if there was any difference in prices shown in both lists.

47. The site of the new camp was selected by the Public Works Department and the Civil Surgeon of the District in accordance with the rules in Appendix IV of the Berar Famine Code.

The Public Works Department next marked out the approved site and erected necessary sheds, huts, hospitals, contagious disease wards, offices and quarters for the Public Works Department and Civil staffs.

Latrines were marked out. *Jhiras* in likely places were dug for water. The water was disinfected with permanganate of potassium, and guarded from contamination. The requisite Public Works and Civil staffs were sent to the place, also the necessary tools. For earthwork, tasks were marked out the day previous by the Public Works Department Subordinate. On the date fixed for the opening of the work, the Civil Officer commenced admitting applicants for works.

They were received at a place set apart near his office and distinguished by a flag.

They were then classified and given admission tickets. On receipt of these admission tickets, the Public Works Department Subordinate in charge of the work received the applicants, formed them into gangs, and put them on to the works.

The admission tickets were then cancelled and returned to the Special Civil Officer.

The number of dependants was entered at the time of admission on the reverse of the ticket, and they were relieved in the kitchens attached to the works. The dependants consisted of adults unable to work and children at first below 8 and then below 10 years of age. Early in the mornings the dependants were mustered and were fed in the kitchen twice a day.

Task measuring, etc.—On stone-breaking there was no necessity for marking out the work every day. The tasks required of the workers was made known to them. Spaces, 6 feet by 6 feet, were marked out on the breaking ground of each subgang before the work commenced. In the centre of this space, a peg 12 inches high with the inches marked upon it was driven into the ground. Work Agents

Frideaux B.

were provided with ready-reckoners which gave the quantities at different heights of the peg. In the evening the Work Agents had merely to see how much of the peg was covered to arrive at the quantity of work turned out and to enter the same in their measurement-books.

On earthwork, tasks were set daily by Work Agents, and the outturn measured in the evening, except on road works, where three days' work was set at once but measured daily.

Paying of wages.—Wages to relief workers were paid daily by the Cashier with the assistance of the pay clerks and the time-keepers on muster-rolls kept up by the latter. In the muster-rolls the wage payable to each individual worker was noted by the Camp Overseer, and the muster-rolls were made over to the Special Civil Officer in the evening. The Special Civil Officers, with the assistance of the Cashiers and pay clerks, checked the muster-rolls. The workers were at first paid in the evening and afterwards before 12 o'clock for the work of the previous day.

Fining.—Fining was rarely resorted to except to punish contumacious workers. This punishment was only inflicted by officers of the Public Works Department not below the rank of a Sub-Divisional Officer. It was never carried down to more than quarter anna below the minimum wage. After wages had been reduced in August, fining was absolutely prohibited.

All hospital requirements in the shape of furniture was supplied by the Public Works Department on indents from the Medical Officer. Medicines, etc., were supplied by the Civil Surgeon.

48. Under the orders of the Local Government. The Deputy Commissioner had not the power to change tasks or wages.

51. No; but workers on large works were informed of the opening of small village works near their homes.

52. They were started during the rains with the object of providing labourers with work near their homes.

53. Improvement to tanks and roads, and stone-breaking.

Some were under the supervision of the Public Works Department, but the majority were under the supervision of the District Board. All small works were under the direct management of the Public Works Department or District Board.

55. No works were conducted through land-owners or by means of other non-official agency, but village panches were appointed to supervise payment on small works under the District Board.

56. The system of task work was in force, being the same as in force on large works.

Scale of wages was at first—

Chittaks.

Class I and Class II	12
III	8

In August, as women were wanted for weeding, the Class II wage was reduced to 10 chittaks, and at the end of October the wages were further reduced to—

	Chittaks.
Class I	10
" II	8
" III	6

Employment was only given to those who produced a ticket from their village patel that they were on the village B list prepared under Famine Order No. 20.

57. Small works were restricted to persons in the village B list and to those in neighbouring villages, who, on being removed from the gratuitous relief list, were given a ticket by the patel and sent to these small works. This system was successfully worked, but numbers on small works were never very large.

58. Not to any extent, but some living on large works returned home if a small work was nearer to their villages.

59. Small works centrally situated for a group of villages are, I believe, preferable to large works during the rains, as all labourers live at their homes.

60. There are Audhs and Naikdas, but these tribes have settled down to agriculture. No special tests were applied to them. In the Kinwat Forest Reserves relief-works were opened for them near their villages in the rains. These small works and gratuitous relief in the forest were placed under the management of the Forest Department. These measures were successful.

61. Please see above. Grass-cutting and stacking for sale to cultivators were undertaken in State forests. This work was controlled by the Forest Department and employed labourers in and near the forest.

62. Nursing mothers were employed for weeding fields situated near works during the rains, but not to any great extent, as it was found they would do little or no work. They were sent to the field in charge of a mukaddum.

63. The number of artizans in the district is small, being—

Blacksmiths	598
Carpenters, turners and masons	1,240
Weavers and dyers	5,490

No special measures were taken for their relief. Carpenters and blacksmiths found employment in their own craft on relief-works. The Charitable Relief Fund purchased Rs11,000 worth of cloth from the poorest local weavers, and this relieved them to a great extent.

64. Weavers did not, as a rule, go to relief-works. I do not think the majority were physically unfit for ordinary labour.

65. No special relief was given to artizans.

66. Grass was cut and stacked by the Forest

Department. In August 1899 orders were passed authorizing grazing in State forests of Class A at three-fourth the ordinary rates, and the Melghat Reserve was also thrown open to all C pass-holders in the district without additional payment. In September the levy of all double dues in C forests were stopped. In the same month grazing in the Kinwat A forests was opened to C pass-holders on payment of one anna per cow or bullock, and two annas per buffalo. Shortly after this the Rui, Gahuli and Gangamal State Forests were opened to grazing at the above rates. A reduction of 50 per cent. in charges of cart-loads of grass was made. The Kinwat Forest Reserve was thrown open to free grazing in the hot weather. Nine cattle camps were formed in the Kinwat Reserve, and at these camps 19,000 head of cattle were grazed. Grass was offered to landholders on deferred payments, but this class did not avail themselves to any great extent of the concession. Rinderpest unfortunately broke out in the Kinwat Reserve, and the mortality among cattle was great. The Forest Reserves saved the lives of a large number of cattle: Rs10,800 were spent by the Charitable Relief Fund in supporting the cattle of poor cultivators.

67. No.

68. (a) On large public works dependants were relieved in the kitchens on the work.

(b) On small village works dependants of workers were fed in the village kitchens as far as possible. If they were unable to travel daily to the nearest kitchen they were placed on the grain dole.

69. Before village kitchens were open those on gratuitous relief in villages received the grain dole. Once kitchens were opened those on gratuitous relief were as far as possible relieved in village kitchens. Kitchens were chosen on the ground that cooked food was less attractive than the grain dole and was better suited for the relief of children.

70. No: but all persons with no resources, found in a feeble and emaciated condition and unable to work, were placed on gratuitous relief until fit to work.

All found eligible under Section 55 of the Code were admitted.

71. Eleven poor-houses.

In January 4 were open.

„ February 5 „

„ March 7 „

„ April and May 11 were open.

The numbers in poor-houses were very large in May. There were 6,000 persons in poor-houses, mostly of low castes.

72. Vagrants and immigrants were received at poor-houses; if able to work, they were sent to the nearest work; if unable, they were kept at the poor-house until fit for work.

Persons were not sent to poor-houses as a punishment.

73. Yes.

74. (a) 29, (b) 129.

At the commencement a radius of three miles, but afterwards kitchens were opened in all important villages.

75. Meals were distributed once a day at fixed times. The meals consisted of "kania," i. e., coarsely ground juari, boiled with dhal, salt, oil and chillies. The meal of kania and dhal consisted at first of—

Adults.	Children between 10 and 14.	Children between 7 and 10.	Children under 7.
Chittaks.	Chittaks.	Chittaks.	Chittaks.
9	6	4	3

Later this ration was reduced to—

Adults.	Children between 10 and 14.	Children between 7 and 10.	Children under 7.
Chittaks.	Chittaks.	Chittaks.	Chittaks.
7½	5⅛	3⅝	2½

They were allowed to take the food away.

76. No limit was fixed.

77. It was restricted to those eligible for gratuitous relief.

74 (a). Rations allowed to the inmates of poor-house are as follows :—

PARTICULARS.	ADULTS.	CHILDREN.				REMARKS.
		10 to 14	7 to 10	From 1½ to 7.	Below 1½.	
	Chittaks.	Chittaks.	Chittaks.	Chittaks.	Chittaks.	
Juari flour . . .	7½	6	5	3	2	
Dal	1	½	½	½	...	
Salt	½	¼	¼	¼	...	
Oil	½	¼	¼	¼	...	
Condiments and vegetables . . .	½	¼	¼	¼	...	
Rice instead of Juari flour on Thursdays and Sundays . . .	7½	6	5	3	2	

Rations were varied in cases of sickness or weakness according to the diet prescribed by Medical Officers.

75 (a). The village officers first drew this list up. This list was constantly changing and was
 Prideaux

constantly checked by Circle Inspectors, Relief Naib-Tahsildars, Special Relief Officers, Tahsildars and Taluk Officers. The recipients were inspected by the above officials.

76(a). In grain at first. Then, as far as possible cooked food was given. Grain or cooked food was given daily. The grain was given at the village *chowdi*. If the recipient was too ill to attend, it was taken to his house by the *patel*. Cooked food was given at village kitchens.

77(a). To none. Inferior village servants and their families were also placed on village gratuitous relief.

78. The cooks were Kunbis or of superior castes. At first adult Kunbis, Wanjaris and Malis were reluctant to take cooked food. All castes superior to the Kunbis, such as Lad and Rangaris, refused food cooked by Kunbis, and these, if eligible for gratuitous relief, were placed on grain doles.

79. As far as possible village schoolmasters were employed as village officers. If these were not available, paid Superintendents were engaged, who worked under the supervision of a village committee. Circle Inspector, Relief Naib-Tahsildars, Special Relief Officers, Tahsildars and Taluk Officers constantly visited the kitchens and checked the accounts. All accounts were checked at the Tahsili and again at the District Board Office.

80. No cheap grain shops were opened.

82. The total land revenue with cesses of each taluk in this district is—

	R	a.	p.
Mangrul	1,42,667	3	3
Pusad	2,14,857	0	0
Basim	3,19,397	14	0
TOTAL	6,76,922	1	3

The amounts provisionally suspended are to 31st December 1900—

	R	a.	p.
Mangrul	2,792	12	0
Pusad	21,656	0	6
Basim	24,686	2	1
TOTAL	49,134	14	7

or 7·2 per cent. Besides this, R20,182-4-0 is due from persons shown as able to pay. These cases are now being enquired into and probably most of this will have to be suspended. Nothing has yet been remitted, as final orders have yet to be passed in the cases, but the probable amount to be remitted is R12,000.

83. Under the following Famine Order No. XVII:—

(i) The collections should be held as usual on the 15th February and 15th April,

and payment of the land revenue due from him, or for which he is responsible, should be required from every person who is able to pay it. The Tahsildar should be directed to cause a list to be prepared for every village of all such persons and to collect the land revenue from them in accordance with the usual procedure. The list should ordinarily include such persons as recent purchasers and mortgagees who have foreclosed or who are in possession, non-agriculturist occupants, agriculturist occupants, whom the Tahsildar has good reason to believe to be possessed of sufficient means to pay without undue difficulty, and occupants of fields which have yielded a crop of eight annas or over.

- (ii) The Deputy Commissioner may suspend the collection of any instalment of land revenue due from any person who by reason of his known inability to pay has not been entered in the foregoing list.
- (iii) The Deputy Commissioner at the time when he passes an order of suspension under paragraph (ii) shall issue a notice to all concerned in the terms of Section 128, and shall then proceed to investigate and submit recommendations in the manner and subject to the conditions prescribed in Chapter X of the Famine Code.

The general capacity of the individual to pay was also taken into account. The village officers prepared the list.

84. Orders were issued before collection of revenue began; but village lists were not prepared until after. Provisional suspensions were then made, followed by an enquiry by the Tahsildar into the facts of each case. All enquiries have not yet been completed.

85. The district is ryotwari.

86. No. The number of documents registered showed a great increase, but my enquiries lead me to believe that very few cases have occurred of landholders borrowing for the payments of land revenue alone.

87. In May 35 per cent. of the population was in receipt of relief. The reasons briefly are—

- (i) The failure of crops.
- (ii) To 69 per cent. of the population being dependent entirely upon agriculture.
- (iii) To 32 per cent. of the population being agricultural and other labourers with no means of livelihood except manual labour.

(iv) To the district not having fully recovered from the effects of the famine of 1896.

(v) To immigration from His Highness the Nizam's Dominions.

88. No, except at the very commencement, when a little delay in opening works occurred owing to want of tools and establishment.

89. The majority belonged to the labouring classes, but included registered occupants and tenants; but I am unable to state to what extent.

90. My experience only extends to the famine of 1896, when distress was not very acute in Berar, and I am unable to give any opinion.

91. Yes. Saokars were loath to lend money except on land. I think the people exhausted their own resources before accepting State relief.

92. I think the present test sufficient to prevent persons not in need of relief from seeking it as far as large works and gratuitous relief are concerned. As regards small works, please see next answer.

93. Admission to small works open in the rains should, I think, be restricted to those shown in the village list as being really in need of labour, otherwise village works would be apt to prove too attractive, as the labourers would be living at their own homes and not subject to the discipline in force on a large work.

94. The village officers maintain the vital statistics register, and all births and deaths occurring in their village lands are entered therein. This register is checked by Revenue Officers and Police Officers. The registration of births and deaths is remarkably accurate, but village officers are prone to mistake the causes of deaths.

95. The percentages of deaths due to dysentery and diarrhoea to the total number of deaths in the district are, in—

January 1900	.	.	.	22.6
February "	.	.	.	28.2
March "	.	.	.	30.0
April "	.	.	.	29.3
May "	.	.	.	23.7
June "	.	.	.	26.3
July "	.	.	.	20.6
August "	.	.	.	36.1
September "	.	.	.	38.7
October "	.	.	.	32.6
November "	.	.	.	27.6

The percentage of deaths from cholera to the total number of deaths in the district is, in—

March 1900	.	.	.	1.2
April "	.	.	.	12.2
May "	.	.	.	23.9
June "	.	.	.	21.1
July "	.	.	.	30.5
August "	.	.	.	13.1
September "	.	.	.	.2

It is likely that some deaths from cholera were shown by village officials as due to diarrhoea or dysentery.

96. It is difficult to state; but there was great scarcity of water during the hot weather, and an impure and scanty water-supply must have tended to increase mortality. On works and poor-houses the water-supply was disinfected with permanganate of potash every third day. After cholera appeared Circle Inspectors disinfected wells at each visit, and Hospital Assistants disinfected wells at dispensary towns and visited each village on a report of cholera being received, and, after disinfecting wells, left a supply of permanganate of potash with the village officers with instructions to disinfect wells every third day.

97. On works, at first, a site for persons to resort to some distance from the camp and water-supply was selected and trenches were dug, but the relief workers did not use them. Then a site was marked off with flags within which the people were allowed to squat for purposes of nature. A set of relief labourers was told off for looking after the sanitary arrangements of the camp. Nursing mothers and infirm people capable of doing only light work were generally employed on sweeping the camp.

At poor-houses trenches were dug at some distance, and the inmates were escorted there by warriors.

Sweepers were employed for the removal of the dure. The Superintendents were held responsible at the surroundings of the poor-houses were clean. The enclosure yard was swept morning and evening.

At kitchens no special arrangements were necessary as the people did not reside in the kitchens but turned to their homes after food.

The arrangements made were sufficient. On works the arrangements were supervised by Special Civil Officers and Medical subordinates. At poor-houses they were supervised by the Superintendents. All sanitary arrangements, both at works and poor-houses, were constantly inspected by Inspecting Officers.

98. Yes. In a few cases inspections showed that inferior and unwholesome grain was being sold.

99. Not to any great extent until the commencement of the rains, when taro and other single green vegetable were eaten in excess, resulting in cases of dysentery and diarrhoea, which not only affected the health of the people but increased the mortality of the district.

100. The district borders on His Highness theizam's Dominions for about 150 miles. Immigration from the Moglai was very great. I have no reliable figures showing what proportion these immigrants bore to the total number relieved, but the proportion was large.

101. There are no figures showing the mortality among these immigrants, but it was very low.

as many reached the district in very bad condition, showing visible signs of privation. This mortality has considerably raised the death-rate of the district.

102. They have been made over to relatives, to their caste-people, or to those of superior castes. Some low-caste children have been made over to Missionaries, as people of their own caste will not take them.

103. No.

104. No. Not that I am aware of. There are no railways in the district.

104 (a). Tahsildars informed me of grain entering the district, but no figures showing the amount imported are available.

Impossible to state owing to want of reliable information, but there has been a steady import of food-grains since January 1900.

105. Not until weeding commenced in July, when land-owners in some places complained that they could not obtain labourers owing to the relief works.

Arrangements were made to supply them with labourers from relief-works on their depositing daily the labourers' wages with the Civil Officers, but cultivators did not avail themselves of this arrangement to any extent.

106. During the last five years the cultivation of rabi crops has decreased and kharif increased, and there has been a slight rise in the area under irrigation.

(a) No.

(b) There has been an increase in juar and cotton, and a decrease in wheat, gram, linseed and sesamum.

107. No, except at harvest time. No.

108. Section 61 (b) of the Berar Famine Code laid down that the piece-work system was to be followed as far as possible. During the famine of 1899-1900 the task-work system was followed throughout.

Section 61 (c) laid down that no relief-works should be given out under contract, but contractors were employed for a short time at the outset as explained in answer to Question 44.

The Code classification of relief-works was not followed, but that prescribed in paragraph 445 of the Famine Commission Report of 1898 was followed. Please see answer to Question 29.

Section 70 of the Code contemplated that no child under 7 years of age should be permitted to work, but the limit of non-working age was at first fixed at 8 and then raised to 10 in January 1900, as explained in answer to Question 29.

Section 71 of the Code laid down that children from 7 to 12 years may be classed as working children, and may receive a ration of 18 ounces; but the age of working children was first fixed at from 8

to 12 with a wage of 8 chittaks, and then from 10 to 14 in January with a wage of 10 chittaks, as explained in questions 29 and 34.

Section 73 contemplated that nursing mothers and women in an advanced stage of pregnancy should be enrolled in Class I, *i. e.*, the special class, but employed and tasked in Class III, the carrier's class, but during the famine of 1899-1900 they were at first put into Class II with a ration of 15 chittaks *plus* 5 chittaks for the child. In other words, they received the wage of a first class worker, *i. e.*, the equivalent of 20 chittaks. Then, in March 1900, nursing mothers with healthy children were put into Class II and paid the maximum 2nd class wage of 14 chittaks with one pice for the child on condition that they broke $1\frac{1}{2}$ cubic feet of road metal. If they broke under $1\frac{1}{2}$ cubic feet they were paid 12 chittaks and one pice extra for the child.

Nursing mothers with sickly infants were not worked at all, but received 12 chittaks with one pice extra for the child. The extra pice was not cut when milk was given to sickly infants.

Later on in March, nursing mothers were not employed on stone-breaking but employed only as carriers. They were not liable to be fined except for obstinacy. In April nursing mothers, whose milk was failing, were, with their infants, fed in the kitchens as infirm persons and only nominal work taken from them, such as sweeping the camp, etc. They were fed in the kitchens on a ration of 14 chittaks *plus* 4 chittaks for the child. They did not receive one pice extra.

In May nursing mothers whose milk was failing, and who had sickly infants, and nursing mothers with sickly infants, were paid full 2nd class wage, *viz.*, 14 chittaks, and the sickly infant was given milk, and if Hospital Assistants considered it necessary a little opium and sweet oil was given to anoint the body of the child.

A nursing mother with a healthy child, and whose milk was failing, was paid 14 chittaks *plus* one pice extra for the child, and nominally worked, having to sweep the camp. The feeding of nursing mothers with sickly infants in the kitchens was discontinued unless the nursing mother happened to be an infirm worker.

Further on in May, women in an advanced stage of pregnancy and whom the Medical Officer certified to be unfit for work, were paid the 14 chittaks wage and exempted from all work.

In July all able-bodied nursing mothers with healthy children, on large works, were, instead of being nominally worked, lightly tasked and worked for five hours daily, their infants being placed in charge of nurses under shelter.

Nursing mothers, not on large or small works, and who were unable to work, were treated as infirm and entitled to gratuitous relief, which, as far as possible, took the form of cooked food from village kitchens. If there was any difficulty in feeding at kitchens, nursing mothers were given a grain dole of 12 chittaks of *juari* with an extra child's ration of 4 chittaks.

Nursing mothers able to work were allowed to find it for themselves for a while, and if they could not find work they were put on to small works.

Nursing mothers able to work but who refused to work on small works, and who could not or would not go to a kitchen and who had no resources, were given a grain dole of 12 chittaks of juari with an extra child's ration of 4 chittaks.

Later, on in July, able-bodied nursing mothers with healthy children on small works were lightly tasked and worked for five hours daily. They were paid 12 chittaks *plus* one pice for the child. The children were placed in charge of nurses and kept under shelter.

Nursing mothers with sickly children were paid 12 chittaks *plus* one pice for the child and not worked at all.

In August nursing mothers with healthy children on large works were paid 12 chittaks with one pice for the child. When the child was sick and given milk, the extra pice was to be cut.

Later on in August, nursing mothers on large works were fed in kitchens.

Regarding tasks, sub-gangs were tasked, but individual workers' tasks were as shown in answer to Question 33 and not as laid down in Appendix III of the Berar Famine Code.

Section 79 (a) contemplated that relief workers in the beginning be paid daily and after a time twice a week. During the famine of 1899-1900 payments were made daily throughout.

The wages and rations prescribed in sections 100, 101, 102 and 106 were not followed. They were varied from time to time as shown in answer to Questions 29 and 77-A.

The departures have been, I consider, justified by experience. The constant changes in the treatment of nursing mothers were necessitated by high infant mortality.

The wages and rations laid down in the Code in paragraphs 100, 101 and 102 were not given. The wages and rations given have already been shown in these answers.

1090. No.

One Native Commissioned Officer was employed as a Civil Officer, and three jamadars and two non-commissioned natives were employed as Civil Officers and Assistant Civil Officers. No non-commissioned officer of the British Army was employed.

110. Non-officials were employed as village committees to supervise the giving of the daily dole and supervise village kitchens and in the Charitable Relief Fund Committee. This agency was successful, but I do not think it can be extended.

111. (a) The task system was in force from the commencement.

(b) The task, was increased in January. Numbers on relief rose in January and continued to rise as distress became more acute.

(c) In January the scale of wages was reduced, but this had no effect on the number seeking relief. The rise in the minimum wage early in April did not, I consider, have anything to do with the rise in numbers.

(d) The mode of calculating fines were the same throughout.

(e) In January residence on large works was made compulsory, but the numbers on relief increased.

In May compulsory residence was abolished.

The above changes did not affect the number seeking relief.

The reduction of wages in the rains did affect the numbers on relief and was intended to do so, as they were introduced with the object of making labourers return to agricultural labour.

As regards the death-rate, it increased from October 1899 to July 1900, and it cannot therefore be ascertained what effect any changes of the nature specified in this question had on the death-rate. From April to August the principal factor in raising the death-rate was cholera.

112. My experience is that the massing of people on large works tends to disorganise family life and relax moral ties.

I cannot suggest any remedy whereby these evils can be removed.

F. W. A. PRIDEAUX,
Offg. Deputy Commissioner,
Basim District.

F. D. O. Roberts:

Answers by F. D. O. Roberts, Esq., Kurku and C. I. H. Mission, Ellichpur, to questions drawn up by the Famine Commission.

1. The rains commenced too early, the fields being still unsown. Some juari fields directly under my observation grew to the usual height—in fact juari sown by us in the Leper Asylum ground grew to the height of seven feet, but never came to the ear; also the rain was insufficient.

6. The necessity of relief was caused by the entire failure of crops.

7. The cultivators and labourers were not blind to the fact of imminent famine, and were soon petitioning us for help and requesting that we may open relief works. Labour was not to be had, and so famine had practically commenced before the crops could be cut. There was a large influx of lepers and their dependants to our leper village, especially from districts and towns whence, under other circumstances, they had repeatedly refused to come.

8. Tests by way of small relief works as repairs to private roads at a very low wage.

9. Consultation was held with C. Bagshawe Esq., Forest Department, and the Superintendent of the Mission kindly offered the services of several missionaries to help in poor-houses, grass-purchasing, basket buying and purchasing and feeding bullocks bought for cultivators and grass-cutters. Relief works were also decided on by the Mission.

10. Large public works as tank building. Minor public works as road-making. Building large mud wall round leper asylum, and erecting new mud houses for the daily increasing population. The building of a large orphanage and industrial workshops for famine orphans of last and present famine.

11. Poor-houses were opened and maintained by Government, the missionaries superintending the same. Kitchens were established on relief works and free dinners given at the Missionary's compound. Clothing and blankets were distributed.

38. Daily wage.

40. To the individual.

43. Annas 0-1-9 per man, annas 0-1-6 per woman allowance for children.

60. Yes. Backward at first in some parts.

61. Yes By Forest Department. Grass purchase being first under the control of S. J. Jackson, Esq., and latterly under mine.

63. Weavers on a large scale were engaged. Sheds were erected for them at first in our compound. All brought their own tools. For sanitary reasons it was found necessary to request the weavers to make the cloth at home towards the end of the famine.

6. Weavers showed much reluctance to go on relief works.

65. They were successful as regards relief :—

(a) It saved the breaking up of families and selling of tools and plant.

(b) Cloth woven was immediately used for famine relief subjects, the Forest Department purchasing a quantity and the remainder distributed gratuitously. I am of opinion that much more should have been done in this direction under official assistance.

66. Cattle were purchased by Forest Department. In my opinion it was a grand success.

68. By daily wage.

112. Undoubtedly the massing of people together tends to disorganise family life; it causes immortality amongst widows and unprotected girls. Special arrangements were made for relieving widows and girls by collecting them in some shelter supervised by European ladies or reliable native women. One lesson learnt from the previous famine was "commence relief work before the people are emaciated and too weak to work" and accordingly the mission commenced its relief works very early in the famine. Owing to Government and the mission commencing relief work in time many lives have been saved. I have not seen many cases of emaciation this famine as in the famine of 1897 (I am speaking of my own district, Ellichpur), although there has been an entire failure of crops. Whilst having to superintend mission relief works in Ellichpur and assisting the Forest Department in purchasing grass, baskets and bullocks, I have been greatly occupied with orphanage and leper work. The latter has increased greatly. Before the famine we had only 37 inmates at the leper asylum. We have had an average admittance of over 20 a month, and have at present 240 lepers with their dependants. Many lepers came from the Melghat and have been supported by the Forest Department.

Our orphanages have almost double the number of children, and we have had to build extensively for them and the lepers.

I am very sorry that time has not permitted me to give a carefully written report, and trust you will pardon my not being able to do so.

F. D. O. ROBERTS.

Captain D. O. Morris, I.C.S.

*Answers by Captain D. O. Morris, I.C.S.,
Officiating Deputy Commissioner, Ellichpur
District, to questions drawn up by the Famine
Commission.*

1. The Meteorological Department foretold and the public feared that rains would be scanty. However, kharif crops were sown, but the seed did not germinate in a greater part of the land sown. In some places crops grew to a good height; but owing to total failure of rain in September and October 1899, they perished.

In the year 1897-98, which succeeded the famine of 1896-97, the crops were exceptionally good, and in 1898-99 they were about normal.

2. Kharif sowings :—

	Ellichpur.	Daryapur.	Melghat.	TOTAL.
1897-98 . .	232,318	245,339	55,727	533,384
1898-99 . .	232,928	238,439	42,078	513,445
Average . .	232,623	241,889	48,902	523,414
1899-1900 . .	227,107	225,781	76,765	529,653

The sowings were nearly normal, taking 1898-99 as a normal year, except in the Melghat, where they were in excess.

The average of five years from 1894 to 1899 is 454,316 acres.

3. (a) Average—27·23 inches.

(b) Actual—10·95 inches.

(c) September.

(d) As shown below :—

	Rainfall in 1899.	Average rainfall for the past three years excluding 1897-98.
June	4·31	7·07
July	3·68	10·33
August	1·74	8·13
September	1·22	1·76
TOTAL	10·95	27·23

It was 40·2 per cent. of the average of 3 years.

4. The percentage of the kharif harvest of 1899 on the normal harvest was 1·8.

5. (a) 29·6, (b) 33·1.

Total population of the district	815,798	
Land occupants cultivating	68,366	} 93,660
Tenants cultivating	25,294	
Agricultural labourers	104,540	

6. The necessity of relief was assumed from the fact that a large number of beggars were seen wandering for subsistence and that a number of people were without employment, as well as from the fact of the failure of crops; but test works also were started and proved the necessity of relief.

7. The prices of grain rose fast, and the people came and petitioned for works to be opened.

8. Test works were opened. Though the wages were low the number of applicants for labour was large. This was sufficient in the first place to gauge the extent of the distress.

9. Famine had not been anticipated, and preparations for it were not ready. Lists of large relief works and estimates of cost were made out in November. Establishments were subsequently laid down in Famine Order No. XII (Public Works Department). Lists of candidates had not been prepared.

10. The relief programme contemplated large works. A programme of village works was ready before the necessity arose, though not from the beginning.

11. (1) Test works, (2) poor-houses, (3) kitchens on relief works and doles, (4) opening of forests, (5) organisation of public charity, and (6) village kitchens.

12. (a) Inspection was made and control exercised by Taluk Officers, Tahsildars, Relief Naib-Tahsildars, Circle Inspectors.

Village Officers prepared lists under the instructions of Circle Inspectors in November 1899.

(b) Nothing was done in this direction.

(c) Tahsildars formed grain funds by local contributions, raised money with the assistance of respectable persons. Public meetings were held in February 1900 for collection of money, etc.

(d) All the officers of the district directed their attention to this question.

13. Loans were issued at the outset on applications, under the Land Improvement Loans Act and the Agriculturists' Loans Act, to agriculturists for digging wells, improving lands and such other purposes, and for maintenance. Loans were also issued for purchase of plough-cattle and seed. They were recoverable by instalments. Applications for loans were received in large numbers, and it was impossible to complete the necessary enquiries and grant the loans all at once. However, the work was done with the utmost promptitude.

The amount of loans advanced at the outset (*i.e.*, in October and November 1899) was Rs. 1,000 :—

	Rs.
Land Improvement Loans Act . . .	700
Agriculturists' Loans Act . . .	300
	<hr/>
TOTAL . . .	1,000

14. Yes. In the Ellichpur Taluk and a portion of the Daryapur Taluk, the water was found at depths varying from 10 to 25 feet. Loans were given for this purpose and in every case the wells were successful—

- (a) in growing fodder which was utilized in saving the life of live stock,
- (b) most of them will serve as permanent improvement,
- (c) and also provided work to the poor while they were under construction. Though loans were given most of the wells were sunk by the people without any aid from the Government.

15. Two test works were first opened, and they were supervised by Naib-Tahsildars and Public Works Department Overseers. One was under the District Board and one under the Public Works Department.

16. The tests laid down in the Code were exacted from all, irrespective of previous occupation, but on stone-breaking work the workers were allowed 10 days in which they were leniently dealt with as regards tasks being completed before the full task was exacted.

17. Payments were in proportion to results. There was a maximum wage and a minimum wage. No rest-day allowance or allowance for dependants was given.

18. When the number of workers on test works largely increased and the distress began to be felt keenly, it was considered expedient to convert test works into regular relief works.

19. As regular relief works large public works were opened.

20. With the exception of the test works all the other works were under the control of the Public Works Department. The scale of supervising establishment was prescribed in advance, but experience showed that it was not adequate and it was augmented from time to time as the necessity arose. The establishment prescribed by the Code in every case was ready before the work was opened. Tools and plant available in every case.

21. The works were not divided into charges, but each taluk was put under the charge of its own Taluk Officer. A maximum was fixed for each work, which varied according to the scope of the work. The maximum was at times exceeded in this district on works, and then measures were taken to draft workers to other works.

22. Each work had its own establishment according to its size on the following scale, as laid down in Famine Order No. III (P. W. Series) :—

- 1 Mukaddam for each gang of 50 workers, getting one pice more than the Class I wage.
- 1 Time-keeper for every four gangs or 200 workers. Pay Rs. 12—15.
- 1 Work Agent for every 28 gangs or 1,400 workers. Pay not exceeding Rs. 50.

- 1 Cashier on Rs. 35 } for every 28 gangs or
 1 Clerk on Rs. 20 } 1,400 workers.
 1 Lower Subordinate of the Public Works Department.
 1 Civil Officer for 56 gangs or 2,800 workers. Pay Rs. 50—75.
 1 Assistant Civil Officer for every 2,800 workers. Pay Rs. 35.

The above scale was modified by us under Famine Order No. XI (P. W. Series):—

For every 5,600 workers—

- 1 Civil Officer, Rs. 50—75.
 1 Camp Overseer (Upper or Lower Subordinate).
 1 Lower Subordinate.
 4 Work Agents, Rs. 35—50.
 20 Time-keepers, Rs. 10—15.
 4 Store-keepers, Rs. 10—15.
 1 Cashier, Rs. 35.
 10 Pay Clerks, Rs. 15—20.

For every additional 2,800 workers—

- 1 Assistant Civil Officer, Rs. 35.
 1 Lower Subordinate, Rs. 35.

In such a case Camp Overseer should have been an Upper Subordinate.

The necessary arrangement for hutting, water-supply, etc., were not prescribed from the beginning; these arrangements were taken up and put in order gradually.

23. Admission was free to every one who submitted to the labour test, and no system of admission by tickets was tried. The distance test was not also tried, and at the latter end of the famine relief operations residence on the works was made compulsory.

24. This varies so much with the quality of land and cultivation and the question as to whether the towns are large or small or only villages, that I do not think any definite answer could be given. People in this district went about 25 miles for work at the farthest. Foreigners came from long distances.

25. The relation between Civil Officers and Public Works Department Officers was not laid down anywhere in clear terms. There was always difference of opinion and consequent friction. In assigning and exacting work, and in fining the labourers, the latter officers were independent.

26. There was a Civil officer for each charge; he was selected from Government servants, generally Naib-Tahsildars, Clerks, Copyists, and Schoolmasters, and also from among private persons when necessary. His salary was Rs. 50—75. He was according to the Code the superior of the Public Works Department official; but practically was treated only as equal to him.

Measurements were taken by the Public Works Department, but the Civil Officer could, though

he was not distinctly given the authority, assure himself that the work was correctly and punctually done. He had authority to see that the orders of Government were being followed in the matters referred to (paragraph 426, Famine Commission Report, 1898).

27. No, it rested with the Public Works Department authorities, and from my experience I should say was not dealt with as thoroughly as it should have been at first.

28. At first gangs varied from 12 to 20 and contained about 4 men to 8 or 10 women and working children. Villagers were as far as possible kept in gangs with the members of their family and others from the same village.

Subsequently the sub-gang system as laid down in Famine Order No. III (Public Works Department) was introduced.

The success of this system depends very largely on the Officer-in-charge. Under some officers it worked very well, but in other places it failed. It is a system that with care can be made quite successful, but in the hands of an incapable or careless officer is not of much value.

29. Classification of labourers :—

Class I	.	.	.	Diggers.
Class II	.	.	.	Carriers.
Class III	.	.	.	Working children employed as carriers.
Class IV	.	.	.	Gratuitously relieved— (1) Nominally worked. (2) Not worked.
Class V	.	.	.	Non-working children.

Mukaddams or chowkidars, etc., got one pice more than a Class I labourer.

It did not differ from the classification of paragraph 445 of the Famine Commission Report of 1898.

Wages were based on the value of food-grains, certain amounts being assigned to each class, and the wages which were paid in cash rose or fell with the prices. The scale underwent some modification in the course of time, Famine Table No. I being revised six times.

30. I do not think that there is any necessity for difference of classifications between men and women beyond what is laid down in paragraph 445 of the Report of the Famine Commission of 1898. I think that classification does all that is necessary.

31. The Code task was introduced from the very beginning, and the system of payment by results was never tried here.

32. I do not think the system of payment by results suited to famine or acute distress conditions at all.

33. From the very beginning full task was demanded on earthwork, but on stone-metal breaking for the first few days workers were

allowed to do little less than the full task. Just before the rains set in and when people were allowed to go to their homes, allowance for distances was made. There were no changes of the task, and the one fixed by the Code was found just suited to the strength and the habits of the people.

34. As regards wages, I think the scale laid down was correct, except as regards the minimum wage. This, which was $9\frac{1}{2}$ chittaks, is in my opinion too low for a minimum wage. It might be fixed as a penal wage, the minimum being fixed at 12 chittaks, and fining, when absolutely necessary, might be done between these two wages. There was a decided deterioration of the health of the people in the hot weather, when they worked for any period exceeding five days on the minimum wage of $9\frac{1}{2}$ chittaks, more particularly in the case of Class I workers. There was no evidence that people saved on their wages, copper coin returning freely to the Banias.

35. Rest-day wage was given. Workers could not earn more than the full wage. My experience leads me to think that it would be preferable to increase the daily wage by one-sixth of the rest-day wage and not have the rest-day wage. My reason for this is that it was found that the numbers on the day previous to rest-day were augmented by people who came to do one day's work and get two days' pay, as the payment for rest-day was made on the number of the previous day. To avoid this the rest-day wage might be distributed over the other six days.

36. *Vide* answer to question 34.

37. Minimum wage was allowed at the outset. There was no penal wage. Please also see answer to question 34.

38. Payment was made daily; it is desirable and practicable.

39. People on works were paid daily from the beginning. If there had been payments otherwise than daily, the workers would not have been thrown seriously into the debt of Banias, because the Banias would not give credit, but they would have suffered from want of food.

40. Payment was made to the individual, and not to the head of the gang. Payment to the individual, though a tedious and lengthy process, is preferable and safe.

41. On the Purna quarry, on the 14th April 1900, when the number of workers was 4,062 and all were earning maximum wage. On the Gaiwadi tank, out of 1,695 workers only 16 per cent. were earning maximum, and 6 per cent. minimum wage, and the rest a wage between the maximum and minimum wage. At Singanwadi tank, on the 14th April 1900, out of 2,090 workers, 7 per cent. were earning maximum wage and 17 per cent. minimum wage, and the rest a wage between the maximum and minimum. When a gang was given penal or minimum wage for four or five days.

in succession it was found very difficult to make them try and earn the maximum wage again.

42. Payment by results not in force.

43. The maximum wage varied according to Table I (Public Works Department). Children (*i. e.*, non-working children) were fed twice daily in the kitchens attached to large relief works. When village works started, children were fed in village kitchens. Weakly workers were not given any definite tasks. They were employed on light task, and were fed at the relief kitchens. This is, I think, the best method of dealing with them, as the work done by them is practically useless.

44. No.

45. No payment by results was done.

46. Price scale for the calculation of wages was fixed under orders of the Superintending Engineer, it was based on *juari* or rice, whichever was cheaper. Small variations in prices were neglected.

47. In consultation with the Public Works Department, it was decided that a certain kind of work was to be opened at a certain place. Civil Officer was appointed by the Civil Department and an Overseer, Work Agent, etc., by the Public Works Department. Arrangements for tools and plant were made by the latter Department. Steps for supplying water and huts were first undertaken. Sanitary arrangements and arrangements for supply of grain were made. Applicants for work were registered and classified and were issued tickets. Public Works Department officers employed them on work, and supplied them with tools. They assigned work to them, and measured it up at the close of the day. Wages due to the labourers, and fines, if any, were marked by the Public Works Department in muster-rolls, and payments were made accordingly through cashiers under the supervision of Civil Officers. Water-supply was looked after by the Civil Officer as well as the Public Works Department Officer. It was frequently disinfected. Parapet walls and fencing was to be done by the Public Works Department. Hospital requirements were attended to by the Public Works Department at the request of the Civil Officer as far as hutting, bedding, etc., were concerned. As regards supply of provisions, etc., Civil Officers made arrangements. Medical supplies were made by the Medical Department. Dependents were fed in the kitchen.

48. This is not in my province to answer.

49 and 50. Apparently these questions have been omitted.

51. No. They were not drafted, but village works were provided near their homes to which many of them went of their own free will.

52. Small village works were started in the rains so as to get the people back to their homes and afforded work for those unable to get it in the fields.

53. Village works included—

- (1) Deepening of tanks.
- (2) Collection of chunkhadi.
- (3) Improvement of roads.
- (4) Deepening of nalas.
- (5) Improvement of village sites, etc.

54. They were conducted under the supervision of the Civil agency through Local Board members. Preliminary instructions were given to all the Supervisors by the Local Board Overseer when the works were started.

55. Not conducted under (b) (ii).

56. No such attempt was made. Employment was given to every one who wanted it at the beginning.

57. Lists were made out by Circle Inspectors. B list showed the persons who needed relief. At the outset persons on B list only were admitted, but afterwards this restriction was withdrawn and admission was made quite free.

58. Large public and small village works were not close to one another.

59. I consider that small village relief works form a very necessary part of the programme for famine relief in Berar. Either in connection with a definite monsoon programme of large works or alone, they are the best means of relief in the rains. It brings the people back to their village so as to be at hand for field labour; it makes the detection of foreigners easy, and it simplifies detection of distress. The works should be only open to limited areas, say about a 4-mile radius from the work. The village officials can see that agricultural labour is not neglected by the people preferring the relief work and can make immediate reports if it is done. It obviates the necessity for a large amount of rain-proof shelter as the people go home at night.

60 and 61. All the work done in connection with these questions was in this district managed entirely by the Forest Department.

62. Nursing mothers were sent to weed fields of poor cultivators at public expense. This was to a very small extent. When about the middle of the rainy season people complained that they could not get labourers for weeding operations, and when it was considered necessary that nursing mothers should be given some task or other, they were sent to weed adjoining fields. They were sent under mukaddams and time-keepers, who were expected to see that the women turned out a fair amount of work and did not waste time.

63 and 64. At Anjangaon in the Daryapur Taluk weavers were employed in their own craft. Advances were given to master-weavers, who undertook to employ other weavers and to pay to them according to Government orders. Master-weavers could not be found at Ellichpur, and Momins (Muhammadan weavers) at Ellichpur

showed their reluctance to be employed on stone-breaking, and were, therefore, employed on kunkar-picking.

65. The measures were successful. They were conducted under official control and with official assistance. In this district nothing more seems to have been possible.

66. Fodder grass was advanced by the Conservator of Forests on deferred payment, and free grazing in the Melghat forest was allowed. The mortality in cattle was however heavy.

67. Supply of compressed grass was made by the Conservator of Forests.

68. Dependants were relieved as follows :—

(a) Fed in kitchens with cooked food.

(b) Fed in village kitchens with cooked food.

69. The form chosen was distribution of cooked food. It was chosen, I believe, (a) because it was the cheapest way, (b) because it ensured the eating of it by the actual recipient, (c) it formed a test of necessity, as any person will accept dry grain, whereas necessity alone made them accept cooked food.

70. Distribution of village relief did not go beyond the classes mentioned in paragraph 141 of Famine Commission Report of 1880. Recipients were selected by persons with local knowledge and were inspected by Inspecting Officers. Tests were not generally applied, dependence being placed on the selection of the officers deputed to the work.

71. There were four poor-houses in the plain taluks : they were opened in the middle of December 1899. Low-caste people, such as Mahars, etc., most frequented them. The largest number in these poor-houses was 1,257 on 2nd June 1900.

72. Yes, vagrants and immigrants were admitted into the poor-house; thence they were drafted to relief works. The provisions of Section 83 of the Berar Famine Code about sending to poor-houses as a punishment those who refused to work were not carried out owing to the section being misunderstood by the Public Works Department.

73. Yes, inmates able to work were sent on works.

74. In the beginning there were eight kitchens in the Ellichpur Taluk and 13 in the Daryapur Taluk; the number was increased after the rains to 53 and 52, respectively. The number of square miles served was 9 and 10 respectively.

75. The ration provided was 9 chittaks of mixed rice and dal for adults with proportionate reduction for children. At kitchens meals were distributed once a day at a fixed time. People were compelled to feed on the premises. They were not allowed to take their food away, but this was relaxed in the case of persons who were in a bad state of health.

76. No limit of distance was fixed, but as a matter of fact civil kitchens and relief works were not centered in one and the same place.

77. Admissions to kitchens was not free, but restricted to recommendations based on local knowledge. Those eligible for relief under Section 55 of the Famine Code were fed in the kitchen.

74-A. Poor-house ration was as given below :—

	Grain (Juari or rice.)	Dal.	Oil.	Condiments.
	Chittaks.	Chittaks.	Chittaks.	Chittaks.
Adults . . .	8	1	$\frac{1}{2}$	$\frac{1}{2}$
10 to 14 years .	6	1	$\frac{1}{2}$	$\frac{1}{2}$
7 to 10 „ .	$4\frac{1}{2}$	$\frac{1}{2}$	$\frac{1}{2}$	$\frac{1}{2}$
Under 7 „ .	3	$\frac{1}{2}$	$\frac{1}{2}$	$\frac{1}{2}$

Special ration was allowed in the case of sick persons who were fed in hospitals under the instructions of the Hospital Assistants.

75-A. Village gratuitous relief lists were drawn up by Circle Inspectors and were checked by Relief Naib-Tahsildars, Tahsildars, Taluk Officers, generally once a week. Recipients of relief were also inspected by the Inspecting Officers.

76-A. Payment was made by grain dole daily at the residence of the distributor, but in the case of parda-nashin women and sickly persons, at their respective houses.

77-A. Weekly grain doles and monthly cash doles were given to village officials under Section 50 (f) of the Famine Code, and grain dole to village servants under Section 58, from April to November 1900, because of their emoluments being quite insufficient and their presence in the village being necessary.

78. Cooks employed were of higher classes, such as Kunbis. Reluctance to take cooked food was shown by Telis, Lohars, Pardesis, etc., till they were helpless on account of their inability to otherwise feed themselves. It was never accepted at all by Brahmans, Sonars and Lingayat Wanis.

79. Village Officers, Schoolmasters, or selected private persons were in charge of kitchens. They were supervised by Circle Inspectors, Relief Naib-Tahsildars, and also by Tahsildars and Taluk Officers, and also by District Board members and occasionally by Deputy Commissioners. Their accounts were checked by the above officers, and weekly bills submitted to Tahsildars were checked by the Relief Naib-Tahsildars.

80 and 81. Cheap grain shops were not opened by Government at all. They were opened by the Marwaris in this district as a private charity. It is not known what loss they suffered.

82 to 86. Cannot yet be answered as the matter is still under examination. But it may be stated that the revenue has up to now only been collected from those who paid voluntarily.

87. Total population of plains taluks=268,767

Maximum number relieved in all ways= 43,895

Percentage = 16.3

It is difficult to give any definite reason for this excess over 15 per cent. This proportion only lasted a short time.

88. Relief was never excessive, but in the beginning it might have been defective owing to the machinery for relief not being able to be set in motion at once.

89. The people in receipt of relief generally belonged to the labouring classes. They included khatedars and occupancy tenants, but their proportion cannot be given.

90. I cannot say as I was on leave when the famine commenced, but I should not think that in either of the two famines, *viz.*, this one and the one in 1896-97, there was any hesitation in coming to relief works.

91. The large extent of sales of golden and silver ornaments, even by men of the middle class and of sales of metal idols, clearly showed that people had no credit with money-lenders. People spent the last pie which they had had before they accepted State relief.

The money-lending classes closed their purses at once and private credit was completely closed, except for those who had any substantial security to give.

92. I do not consider the Code tests are sufficient.

93. At the commencement of famine the test of accepting cooked food in lieu of wages could be tried, and so also could the distance test. The latter is, I know, open to the objection that it necessitates drafting, by no means an easy thing to manage, but drafting can be done if properly controlled and worked with an efficient staff.

94. Births and deaths were registered in camps by the Civil Officer on information furnished by chowkidars appointed for the purpose and were intimated to the village officers. The ordinary village registration system was also carried on.

95. It is impossible to deal with this subject briefly very well, but in my opinion the increased mortality is wholly due to famine conditions which cannot be wholly overcome, and a high death-rate is the natural outcome of a famine and should be accepted as such. It might after this famine be possible to say that it should not go beyond a certain point, but even that is, I think, doubtful.

96. Wells and jhiras were dug. They were disinfected by permanganate of potash twice a week. Improper or insufficient water-supply was

not to any appreciable extent a cause of increased mortality in this district.

97. (a) Pure water-supply was secured. Measures were taken to obtain wholesome grain for the consumption of workers, and the wells and springs were disinfected twice a week. The place was kept clean and tidy by the appointment of sanitary guards to enforce it. Trenches were used for the purposes of nature.

(b) The same as at works, but with the exception that latrines were used instead of trenches.

(c) Only the water and grain supplies were looked after. Yes: they were sufficient and were supervised by the Civil Surgeon, Deputy Commissioner, Taluk Officer, Civil Officer and the Tahsildar and his Assistants.

98. Grain shops were regularly inspected by Civil Officers and Hospital Assistants on works, and also by Civil Surgeon when he visited the works. Very little fault could be found with the grain supplied.

99. People did supplement their food by wild products. In this district it does not seem to have produced any ill effects, but in Buldana District the eating of tamarind leaves was the cause of a good deal of dysentery.

100. There was no immigration from Native States into the Ellichpur District to any appreciable extent. In Buldana the immigration was considerable. I cannot quote figures exactly, but it was probably nearly 20,000. In the month of April 8,400 admitted Moglai inhabitants were drafted from Chikhli works to Jalna in Moglai. I am of opinion that this number did not represent more than one-third of the total number of immigrants into the Buldana District. There were some works, such as Antrikoli, Sultanpur, Deulgaon Raja, and they attracted immigrants from over the border owing to their proximity. I cannot remember the exact numbers on Buldana, but I think the immigrants must have been 15 per cent. of the total. They came and gave the name of a Berar village as their residence, and it was not easy to disprove their statement, but I do not think I exaggerate at all in putting the figures of immigrants at 20,000.

101. As regards the mortality of those immigrants, I regret I cannot quote exact figures as these were left behind when I was transferred, but the mortality of immigrants was heavy and appreciably increased the death-rate in Buldana. As an instance, I would refer to the cholera at Antrikoli. This was brought in from Moglai. It spread through the Antrikoli camp and from there to Hatni. The outbreak was very severe in both camps. Again, the Moglai people came in in very bad condition. I speak subject to correction by statistics, but I think that 30 per cent. of the death-rate at the camps of Merak and Deulgaon Mahi was amongst Moglai. Since about April statistics are in Buldana to show the actual death-rate in camps. In

going through the Dhad Pargana in the rains, I found a great many Moglai persons in an emaciated state who had crossed the border to get to our kitchens. They were so weak that they had to be relieved, but in many cases help came too late. An examination of the figures of the deaths in this pargana showed that many deaths were those of outsiders. The death-rate of the Buldana District was largely affected by deaths among immigrants, and I think it might be possible to compile statistics about it, but writing from memory alone, I cannot give figures.

102. Only six orphans were left in hand at the close of the famine in the plain taluks. All are given in charge of respectable persons who have undertaken to take care of them. In the Melghat orphans are under the care of Missionaries.

103. I have no remarks to make.

104. There are no railways in this district.

104-A. There are no special arrangements to obtain information of grain traffic.

Tahsildars supplied some information which was not probably reliable. Juari was not imported. The whole of rice and part of wheat and pulse was imported.

105. Yes, complaints were received when relief wages were higher than field wages, *i. e.*, at the beginning of the weeding season, and consequently wages were lowered.

106. None.

107. In the case of cotton payment in kind has been stopped; in the case of juari payment is made in cash as well as in kind. Yes, the tendency is to pay in cash instead of in kind. Cash wages have risen now, not in sympathy with the rise in prices, but because of the demand for labour.

108. The Berar Famine Code was provisional. Though it was departed from in minor ways, in the main questions it was adhered to, but the wages underwent alteration owing to changes in the ration of grain of each class on which wages were based.

The other important alteration was the giving of cooked food at kitchens. In both these cases the change was for the better, but the question of wages is more fully discussed in answer 34.

109. British Officers were not employed, but Native Officers were. I can make no suggestions of sources from which supervising officers can be drawn.

110. Members of Local Boards and other respectable persons assisted a great deal in distributing relief, finding out really needy persons for relief, managing kitchens and doing similar works. Their assistance was a great success.

111. (a) There were no changes in the system of work at all.

(b) The task was not changed at the works.

(c) The wages remained the same until the cry that field labour was stopped owing to high wages on relief works. The reduction of wages made then sent the people off the works to the fields, but that had no appreciable effect that I know of on the death-rate.

(d) I cannot give much information on this, but there was very considerable trouble on this point in the Buldana District. In this case it led to both disorganisation owing to the desertion of certain works and also to people wandering about the country.

(e) There were practically no tests of necessity beyond applications for works. But when on the commencement of the rains drafting was done, it was not always successful as though the people went they did not stay on the work, but went home on the hopes of getting field labour.

112. I am sorry to say that I consider large works do tend to weaken social restraints and to relax moral ties, and in some cases to disorganise family life. As regards the fact of the last point I do not see that anything can be done, and as regards the other two it is, I consider, a question of the personality of the staff. A good Civil Officer can and does see that such things do not occur, but when discipline is slack and supervision careless, it will occur. The only thing I can suggest is great care in choosing of Civil Officers, imposing on them the necessity of seeing to this, and making them the final authority of the camp.

D. O. MORRIS, *Captain,*
Offg. Deputy Commissioner,
Ellichpur District.

